

UNIVERSITY OF PENNSYLVANIA

POST-PRIMARY EDUCATION
IN ENGLAND

A STUDY OF THE RELATION OF THE BOARD OF EDUCATION
TO THE PROVISION FOR POST-PRIMARY EDUCATION
IN ENGLAND, 1902 - 1929

RODERIC DONALD MATTHEWS

A THESIS
IN EDUCATION

PRESENTED TO THE FACULTY OF THE GRADUATE SCHOOL IN
PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR
THE DEGREE OF DOCTOR OF PHILOSOPHY

PHILADELPHIA

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ACKNOWLEDGEMENTS

It is with deep appreciation that I acknowledge the kind and helpful suggestions and criticisms of Professor E. D. Grizzell, Professor A. J. Jones and Professor J. C. Miller of the Graduate Faculty of the University of Pennsylvania. The librarians of the Penniman Library and of the main library of the University of Pennsylvania co-operated most willingly in making sources available for use in this study. Dr. James F. Abel of the United States Office of Education made accessible a number of documents which were essential for the completion of this investigation. Miss Ann Lister rendered invaluable assistance in the preparation of the manuscript for publication. To all these I express my sincere gratitude for their aid in the carrying out of this research. The completion of this study has depended much upon the patience, encouragement and help of Eunice Tyrrell Matthews who read and criticized the entire manuscript.

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CHAPTER I

INTRODUCTION

During the past few years interest in international problems has been increasing by leaps and bounds. This interest has been stimulated in no small degree by the War, but the beginnings were made before that great event. Faster and more comfortable means of transportation, the improvement of telegraphic and telephonic communication, moving pictures and numerous other facilities have made possible a more intelligent understanding of the habits, customs, literature and environments of other peoples.

One of the most hopeful signs of the probable value of these attempts to gain something of lasting value in international relations is the emphasis that is being placed upon the study of different phases of the life of the various peoples. As evidence of this emphasis, in a recent book¹ nearly six hundred pages of clear and concise description are required to tell of the agencies which are striving to build up a better basis for international friendship. These agencies include official international organizations, academic institutes, with programs on international relations, summer or vacation schools and institutes, such as the Williamstown Institute of Politics, endowments and foundations specifically devoted to promoting international friendship, and scholarships and fellowships many of which are to be used for foreign study. Even a cursory glance through this book cannot help but impress the reader with the variety of opportunities which are being presented for learning more about the plans, the hopes and the ideals of other peoples and thus laying the only secure foundation for permanent peace.

During the year 1928-29 there was formed a Joint Committee for the Comparative Study of Secondary Education in Eng-

¹ Harley, John Eugene: *International Understanding (Agencies Educating for a New World)*, California: Stanford University Press, 1931

land and in the United States. Dr. Cyril Norwood, Headmaster of Harrow School, is acting as Chairman of the English Committee, Dr. Cheesman A. Herrick, President of Girard College, is acting in a similar capacity for the American Committee, and Dr. Arthur J. Jones, Professor of Secondary Education at the University of Pennsylvania, is the Chairman of the Joint Committee. The purpose of this comparative study is to discover how the experiences of those interested in the education of youth in these two English speaking nations may be utilised for the improvement of practices in each country. The plan of the study includes a general background study of secondary education in England and one for the United States on the basis of which detailed studies of special phases, such as enrolment, curriculum, student-body, teaching staff, evidences of success, etc., can be interpreted. These special phases will be studied intensively in connection with schools which have been selected and paired. A splendid spirit of co-operation has already been shown which presages remarkable results from the plan.

SCOPE OF STUDY

This investigation, planned to form part of the background study for the Comparative Study, is an attempt to present some facts relative to post-primary² education. Post-primary education is taken to include all provision for education between the stage when pupils have mastered the fundamental tools of learning and are ready to use those tools in the acquiring of knowledge, habits, ideals and appreciations which will help them to more complete living both as individuals and as members of the group, and the stage when they enter upon specialized or professional training in higher institutions or seek employment, having completed their formal schooling. It is recognized that neither of these boundaries is a perfectly definite line. There are blendings at each end as illustrated by the

² The term post-primary is used instead of secondary in order to avoid the confusion which might arise due to the restricted meaning of secondary in connection with schools and education in England.

“tops” of elementary schools and by the “advanced courses” in secondary schools.

For statistical purposes, the group of pupils studied will be restricted to those from 12 to 18 years of age. Where possible the pupils in each age group will be given in order that groups of other ages may be compared if desired.

LIMITATIONS OF STUDY

This study is limited to the field suggested by the subtitle, namely, the Relation of the Board of Education to the Provision for Post-Primary Education in England, 1902-1929, as revealed by the publications of the Board. This limitation should in no way be taken as belittling the part of the Local Education Authorities but rather that the part they have played in the provision for post-primary education is so important that a separate study should be made of it. Nor should it be assumed that the Board of Education have made the provision, because that also is not true. The Board of Education have had a definite relation to the provision for post-primary education through (1) regulations, (2) inspection, (3) training and certification of teachers and regulations of school staff, and (4) distribution of information and propaganda, including all the machinery of inquiry and consultation.³ This investigation is a study of these relationships.

The training of teachers, except as that training was carried on in the schools coming within the scope of this study, has not been considered. A critical survey of the field of teacher training may be found in the study by Lance Jones entitled *The Training of Teachers in England and Wales*.⁴

The financing of education is a field too extensive and too important in itself to be considered completely in this study. It was found to be impossible to separate the amount spent on post-primary education from that used for other services and consequently the general question of finance was omitted.

³Selby-Bigge, Sir Lewis Amherst: *The Board of Education*, London G. P. Putnam's Sons, Ltd., 1927, p. 31.

⁴Jones, Lance G. E.: *The Training of Teachers in England and Wales*, Oxford: Oxford University Press, 1924, 486 p.

However, the changes in the amount and method of computing grants for the different types of education have been traced throughout the period studied.

No attempt has been made to describe in detail the organization and training of the staff, including the inspectorate, of the Board of Education. This has been done by a former Permanent Secretary⁵ of the Board and by Dr. James F. Abel⁶. Readers interested in that phase of the educational system of England will find both of these discussions extremely interesting and valuable.

The material for this study has been secured, for the most part, from the Parliamentary Papers on Education published by command. These include annual and other reports and memoranda of the Board of Education, Consultative Committee Reports, Departmental Committee Reports, Reports of Committees appointed by the Prime Minister, Regulations, Minutes and Statutory Orders and similar official documents.

It must be remembered that the statistics, except in two cases dealing with private schools, refer only to the schools which report directly, or indirectly through the Local Education Authorities, to the Board of Education. A large number of schools, mainly conducted for private profit, do not come under the Board's review. There have been two Returns relating to these schools, made in 1897 and 1921-22, which will be referred to later. Schools may ask to be inspected and may be recognized as efficient without necessarily asking for aid. Such schools are represented in the statistics in appropriate places. In 1928-29 of the schools on the list of the Headmasters' Conference (i.e. "Public" Schools) 90 per cent. had been recognized as efficient. This does not mean, of course, that the schools not recognized were inefficient, but probably that they had not asked for the Board's inspection. Of the schools listed in the *Girl's School Year Book (Public Schools)*⁷

⁵Selby-Bigge, Sir Lewis Amherst: *op. cit.*

⁶Abel, James F.: National Ministries of Education, *U. S. Office of Education Bulletin 1930, No. 12*, Washington: Government Printing Office, 1930, p. 90-102.

⁷*The Girls' School Year Book (Public Schools)* 1928. London: H. F. W. Deane and Sons, 1928.

for the same year 80 per cent. had been inspected and found efficient.

In the following portion of this Chapter a brief account is given of the period just preceding the passage of the *Education Act, 1902*, by which that *Act* and its effects have been colored.

1895-1902

ROYAL COMMISSION ON SECONDARY EDUCATION

The Royal Commission on Secondary Education, under the Chairmanship of Mr. James Bryce, was appointed in 1894

"to consider what are the best methods of establishing a well-organised system of Secondary Education in England, taking into account existing deficiencies, and having regard to such local sources of revenue from endowment or otherwise as are available or may be made available for this purpose, and to make recommendations accordingly."⁸

The commission heard evidence of witnesses; received, from persons considered competent to give it, information in answers to requests, conducted direct inquiries into the condition of secondary education in England, and secured statistical information from various public departments concerned and from the schools themselves. The results of this activity were published in nine volumes, the first of which contains the *Report*.

Some of the difficulties which the Commissioners encountered are suggested by the following:

"The ground of Secondary Education is, if the metaphor may be permitted, already almost all covered with buildings so substantial that the loss to be incurred in clearing it for the erection of a new and symmetrical pile cannot be contemplated. Yet these existing buildings are so ill-arranged, so ill-connected, and therefore so inconvenient, that some scheme of reconstruction seems unavoidable. The revenue available springs from different sources, but nearly every part is subject to existing rules and conditions which are often unsuited to our present needs, but which it is hard to over-ride without affecting vested interests, or at least long-formed expectations. Moreover the boundary line which divides Secondary from Elementary Education is not easy to draw in the abstract, and in the concrete can hardly be said to exist, so many are the schools and institu-

⁸Royal Commission on Secondary Education: *Report of the Commissioners, 1895* [C.7862], I: p. ii.

tions which may be referred to one or other class, according to the point of view from which they are regarded."⁹

The central authorities which were found to be connected with secondary education were (1) the Charity Commissioners, (2) The Department of Science and Art, (3) The Education Department, and (4) The Board of Agriculture. The Charity Commissioners, with certain few exceptions, had jurisdiction over the endowments in England and Wales. The Department of Science and Art, although since 1884 having a secretary and permanent head of its own, continued under the control of the Lord President and Vice-President of the Council. The connection of this Department to Secondary education depended primarily on the aid which it gave to the establishment and maintenance of science and art classes, which might be held either in the day or in the evening. These schools or classes had to be under (1) a local committee approved by the Department, or (2) the local authority as defined by the *Technical Instruction Act* (i.e. the county and county borough councils), or (3) a school board, or (4) the governing body of an endowed school. They had to be open at all times to the inspection of the Department. Grants were paid on the basis of results of examinations, on the basis of attendance and a variable grant on the basis of inspection. As far as any central authority for technical education existed, the Department of Science and Art filled that function. The Education Department had only a slight connection with secondary education. It received schemes from the Charity Commissioners acting under the Endowed Schools Acts. It gave grants to elementary, higher grade elementary, and evening elementary schools, a considerable part of which might be secondary in character. The Board of Agriculture could inspect and report on any school (other than a public elementary school) in which technical instruction, practical or scientific, was given in any subject connected with agriculture (including horticulture).

The local authorities were (1) the county councils, (2) the

⁹*Ibid.*, p. 2-3.

London Technical Education Board, (3) the county borough councils. These authorities were largely concerned with technical education although in 1894 there were 17 secondary schools which had been founded by county councils. When right to do this was questioned they acted in conjunction with some other body such as the Charity Commissioners, a governing body of an endowed school or a school board. There were 20 secondary schools receiving aid from 14 county borough councils in 1894.

The other local bodies connected with secondary education were (1) the governing bodies of endowed schools, (2) managing committees of proprietary schools and of institutes, (3) local committees under the Science and Art Department, (4) school boards, in so far as the schools under their control gave secondary instruction, and (5) managers of voluntary elementary schools, in so far as such schools gave secondary instruction.¹⁰

A justification for the inclusion of certain types of schools in this study is obtained in the classification of secondary schools by the Commissioners. They grouped the then existing schools as follows:

"FIRST GRADE SCHOOLS

1. First grade endowed schools, including the seven 'great public schools.'
2. First grade proprietary schools sending pupils to the university colleges.
3. Private schools of the more advanced type.

"SECOND GRADE SCHOOLS

1. Second grade endowed schools.
2. Proprietary or private schools, which send in pupils for the higher classes of the College of Preceptors' examinations, or for the Oxford and Cambridge local examinations.
3. Some day schools at technical institutes.
4. The highest departments of some higher grade elementary schools.

"THIRD GRADE SCHOOLS

1. Third grade endowed schools.
2. Private schools in which the ordinary standard is that of the third-class certificates in the College of Preceptors' examinations.

¹⁰*Ibid.*, p. 19-89.

3. Higher Grade Elementary Schools."¹¹

These grades were distinguished by the age up to which the pupils remained in school. For the first grade this age was 18 or 19; for the second grade, 16 or 17; for the third grade 14 or 15.

Some knowledge of the types of higher grade elementary schools which quite obviously were not giving elementary instruction may be obtained from the following:

"The name 'Higher Grade Elementary School' has been applied in several different senses, which it is well to distinguish. (1) One type, which may be called normal, is that of the school which teaches from the fifth standard upwards, and gives an education for two years after the seventh, *i. e.*, to the age of 15 at least. (2) Another type is that which teaches from the lowest standard upwards, also giving an education for two years (in some cases even four) after the seventh standard (though the proportion of pupils who remain after the seventh standard is seldom large). The Central Board School at Leeds is an example. A school of either of these two types may or may not include an organised science school. (3) Lastly, there is the pseudo 'higher grade' school, which charges a fee, and is supposed to be rather more select, while in respect to the curriculum it is wholly, or almost wholly, elementary. A school of this last type, of course, contributes nothing to the supply of Secondary Education, or very little.

"There are cases in which a Higher Grade elementary school carries on the education of some of its best pupils for some time *after* the age of 15, preparing them (*e.g.*) for a scholarship competition, or for matriculation at the local university college, or at the University of London. It is in such cases (not numerous) that the Higher Grade elementary school acts as a secondary school of the second (and not merely of the third) grade."¹²

In 1894 there were at least 60 Higher Grade schools of the first two types in England (exclusive of Monmouthshire and London) of which 39 were Organized Science Schools. "The degree to which they are giving instruction higher than elementary may be, to some extent, estimated by the fact that out of the 60 schools—

49 have chemical laboratories
9 " physical laboratories

¹¹*Ibid.*, p. 41.

¹²*Ibid.*, p. 52-53.

46	"	science lecture rooms
28	"	art rooms
49	"	manual workshops
54	"	cookery kitchens
7	"	laundries. ¹³

In summarizing the situation at the time the Commissioners said:—

"A general survey of Secondary Education, as it now exists in England appears to show that the first problems to be solved are those of organisation. Large powers are already distributed among the various separate agencies which deal with particular parts of Secondary Education. It is not so much the extension of those powers, as the harmonising of the agencies which exercise them, that is urgently required. The first need is for greater unity of control. Local Authorities are required, which shall be responsible for all Secondary (including Technical) Education within their respective areas. There should be also one central authority, which, leaving due freedom of action to the local bodies, could supervise the general interests of Secondary Education in England as a whole.

"In regard to the provision of secondary schools, the first principle should be to utilise every existing element of the supply which is (or can be made) good of its kind. It will be desirable, for example, to utilise all those private schools (but those alone) which are really efficient, and which accept the public tests of efficiency. Where the provision of schools is deficient, it is probable that existing resources would go far towards supplying the deficiency, if the funds now under the control of local authorities for the purposes of technical instruction were made applicable to Secondary Education generally. Something might also be gained if, in some cases, the conditions under which educational endowments are now applied could be made more elastic. Schools of the first grade, for boys at least, already exist in sufficient number, or nearly so. The deficiency which seems to be most general is in the supply of second grade and third grade schools, at a price sufficiently low to place them within reach of parents of limited means. The rapid growth and success of higher grade board schools, especially in great towns, indicates the extent of the demand for third grade Secondary Education at a cheap rate. The higher grade elementary schools are doing much to meet this demand in many places, but they cannot satisfy the whole of it, and proprietary schools cannot supply such education at the requisite price, unless they receive aid in some form.

In organising the supply of schools, it will be of the utmost importance to provide adequately for the literary type of Secondary Education no less than for the scientific and the technical. Many of the older grammar schools require judicious aid to render them efficient.

¹³*Ibid.*, p. 53.

"The means of transferring pupils of promise from a lower to a higher place of education need to be increased; and in doing this care should be taken not to close the upward path against such pupils at too early an age.

"The problem of securing that each kind of school shall perform its proper function, without unduly trespassing on the province of another, will become less difficult when the Secondary Education of a given area is supervised by a single local authority, which can have recourse to the advice and support of the central authority. Between a lower and a higher school of the same type there is a margin of common ground within which a certain measure of 'overlapping' is not only permissible but necessary. The 'overlapping' which ought to be prevented is that which occurs when a school, or higher institution undertakes work foreign to its type.

"In every phase of secondary teaching, the first aim should be to educate the mind, and not merely to convey information. It is a fundamental fault, which pervades many parts of the secondary teaching now given in England, that the subject (literary, scientific, or technical) is too often taught in such a manner that it has little or no educational value. The largest of the problems which concern the future of Secondary Education is how to secure, as far as possible, that in all schools and in every branch of study the pupils shall be not only instructed but educated. The degree in which this object may be attained will be largely influenced by the action of the authorities who prescribe the qualifications to be required in teachers, the conditions under which their work is to be done, and the means by which the work is to be tested." ¹⁴

As might be expected from the above summary the Commissioners recommended that a central authority was needed to supervise local authorities in regard to the provision of secondary education. The functions of such an authority were proposed as follows:

"They will include a general oversight of the action of such local authorities as may deal with Secondary Education, the supplying of information and advice to those authorities, the power of forming or approving schemes for the reorganisation of endowments, and rules for the application of public funds, the deciding of appeals from local authorities, together with some measure of jurisdiction over those important educational foundations which, being used by the country generally, cannot properly be subjected to local jurisdiction. And with these will go the management of a Register of Teachers." ¹⁵

This central authority was to consist of a department of the Executive Government, presided over by a Minister responsible to Parliament. The Minister should be assisted in the work

¹⁴*Ibid.*, p. 78-80.

¹⁵*Ibid.*, p. 257.

of the Department by a staff under the general oversight of a permanent secretary. In order that the Minister might secure advice from persons not under his official direction an Education Council was proposed. The membership of this Council was to be representative of the universities and of the teaching profession generally.

It was also recommended that the Science and Art Department be absorbed by the enlarged Education Department. The work, in relation to educational endowments, carried out by the Charity Commissions should be transferred to the central authority. In this way a single authority would be substituted for the three then in existence and a more effective supervision would be obtained.¹⁶

Local authorities for secondary education were proposed for the counties and county boroughs (i.e., cities with a population exceeding 50,000) to include members appointed by the elected council, those chosen by the central office and persons co-opted by the members thus chosen. The majority of the members should be appointed by the council of the county or county borough depending on the area involved.

The functions of the local authorities were to be:

1. "The securing a due provision of secondary education.
2. The re-modelling, where necessary, and supervision of the working of endowed (other than non-local) schools and other educational endowments.
3. A watchful survey of the field of Secondary Education, with the object of bringing proprietary and private schools into the general educational system, and of endeavouring to encourage and facilitate, so far as this can be done by stimulus, by persuasion, and by the offer of privileges, and advice, any improvements they may be inclined to introduce.
4. The administration of such sums, either arising from rates levied within its area, or paid over from the National Exchequer, as may be at its disposal for the promotion of education."¹⁷

The recommendations in regard to the existing schools either endowed or unendowed stressed the desirability of considering and utilizing them in making further provision for

¹⁶*Ibid.*, p. 256 ff.

¹⁷*Ibid.*, p. 272-3.

secondary education. In this connection the following which was said in regard to the Higher Grade Elementary schools is particularly significant.

"The double aspect which these schools wear has already been described. They are, in one sense, elementary schools, as being under the management, either of school boards or of managers of elementary schools, and there is always (except in that part of some of them which forms a separate department and is called an 'organised science school') more or less of elementary instruction given in them. But in another sense they are either wholly or largely secondary schools, teaching subjects which cannot be deemed elementary, and not receiving in respect of those of their pupils who are beyond the so-called 'standards,' any grant from the Education Department. And, in point of fact, they do supply in those populous places where they exist, much of the kind of Secondary Education which the Schools Enquiry Commissioners proposed to have supplied by what they called secondary schools of the third grade.

"In considering how to deal with these schools we have deemed these latter facts to be decisive, and accordingly recommended that the 'higher grade elementary schools' be treated as secondary schools, and placed under the jurisdiction of the Local Authority for Secondary Education."¹⁸

Organized science schools, evening schools, continuation schools and technical institutes seemed to the Commissioners to form part of the provision for secondary education and should "fall within the scope of the action of the Local Authority for Secondary Education."¹⁹

These and similar statements found in this report and in other sources seem to give ample justification for including the types of schools as a group which are presented later in this study. There are great differences which will be brought out, but each type is providing an education beyond what may properly be called primary or elementary.

The Commissioners did not recommend that Secondary Education should be given free of cost to the whole community, but rather that the Local Authorities should make ample provision for selected children of poorer parents to continue their education by means of scholarships. This recommendation has been carried out as will be seen later.

¹⁸*Ibid.*, p. 289.

¹⁹*Ibid.*, p. 291.

In the conclusion to the *Report*, the Commissioners stated again this conception of an educational system with a central authority.

"In dwelling on the need for a systematic organisation of Secondary Education we have more than once had occasion to explain that we mean by 'system' neither uniformity nor the control of a Central Department of government. Freedom, variety, elasticity are, and have been, the merits which go far to redeem the defects in English education, and they must at all hazards be preserved. The 'system' which we desire to see introduced may rather be described as coherence, an organic relation between different authorities and different kinds of schools which will enable each to work with due regard to the work to be done by the others, and will therewith avoid waste both of effort and of money."²⁰

The *Report* of the Royal Commission has been discussed at considerable length because of its importance in the development of the national system of education which has occurred since that date. The principles presented and recommendations made appear again and again in the Acts of Parliament, regulations of the Board of Education, and the discussions relative to the provision in different types of schools. It really marks the beginning of tremendous activity in the field of post-primary education.

The Bill of 1896

The first attempt of the Government to put into effect, through legislation, the recommendations of the Royal Commission was made in the Education Bill, 1896, a "Bill to make further provision for Education in England and Wales."

Sir John Gorst, Vice-President of the Council, in introducing the Bill said, "The principle of the Measure is the establishment in every county and county borough of a paramount education authority."²¹ These authorities, acting through Education Committees to be appointed by the councils, might undertake, after agreement with the Education Department, the administration of any part of the money provided by the Education Department and the Department of Science and Art. Education other than elementary could be pro-

²⁰*Ibid.*, p. 326.

²¹*Parliamentary Debates, Fourth Series, XXXIX, 1896 (59 Vict.) Co. 538.*

moted by these authorities according to the provisions of the Bill. It was also provided that certain powers in respect to the control and management of schools in the various areas such as non-county boroughs, urban districts and parishes might be delegated to the school boards. The age of compulsory attendance was to be raised from 11 to 12.

The speech given by Sir John Gorst in introducing the Bill and the debates during the time the Bill was being considered give much evidence of the influence of the *Report* of the Royal Commission. Whole passages from the *Report* were reproduced in support of points of view both by those in favor of the Bill and those opposed to it.

For some reason, just what is not made clear, the Government had decided to begin the expansion of education by setting up local authorities with power to act, rather than by consolidating and strengthening the central authorities. This decision was largely responsible for the failure of the Bill. It was finally withdrawn after lengthy debates. When the Bill was withdrawn over 1200 amendments had been offered to it which shows that it was not acceptable to Parliament. The real cause of defeat seemed to be the revolt, for jealous reasons, of the non-county boroughs against the counties and county boroughs. With the failure of this Bill the opportunity for setting up strong, more or less independent local authorities, was lost. The Education Department was to continue its inspection but only for the purpose of discovering whether or not the local authorities were making ample provision for their areas.

Voluntary Return 1897

In the *Report* of the Royal Commissioners comment was made on the fact that no one knew how many young people in England were receiving their education in private schools. Estimates of the number of schools given at that time (1894) varied from 10,000 to 15,000. Many of these schools were very small, the estimated average enrolment being between 40 and 50 pupils per school. These, of course, were only estimates and the lack of more reliable information made a complete study

of the condition of secondary education in England as a whole practically impossible. To attempt to remedy this situation the Education Department in 1897 secured a return as of June 1st of that year. It was, necessarily, a voluntary return since no legal provision had been made for requiring all schools to make returns. Every effort was made to secure as complete a list of schools as possible. Between ten and eleven thousand letters were sent out, no attempt being made to eliminate duplicates before the letters were sent. The forms were accompanied by letters giving the purpose of the request, a plea for co-operation and instructions in regard to filling in the forms and disregarding duplicate letters which might be received. No pupils were counted for whom grants were claimed from the Education Department, thus excluding pupils receiving instruction in higher grade elementary schools, occasional classes and evening schools, as well as those receiving instruction through private tuition, at universities, university colleges and technical institutes. Pupils in the organized science portion of the science schools were counted but those in the elementary grades, *i.e.*, the "standards" attached to these schools, were excluded since they were counted in the statistics for public elementary education.

The following statement appearing in the *Introductory Memorandum of the Return* calls attention to the difference between instruction given in public elementary schools and private schools as preparation for secondary schools.

"Owing to differences in curriculum and other causes, the education of boys and girls who are destined by their parents to proceed to secondary schools is often distinct from a very early age from that received by boys and girls in the public elementary schools. The latter are not, under present conditions in England, the common basis of secondary education; nor though an increasing number of pupils proceed from them to secondary schools, are the public elementary schools the sole, or indeed the chief channel through which pupils proceed in this country to day or boarding schools of the secondary grade."²²

²²Education Department: *Return of the pupils in public and private secondary schools (not being Public Elementary or Technical schools) in England (excluding Monmouthshire), and of the teaching staff in such schools on 1st June, 1897, with Introductory Memorandum*, Parliamentary Papers 1897, LXX, [C.8634], p. 7.

The *Return* was not exhaustive. The headmasters of some schools refused to give the information although it was definitely stated that the name of the school would not be used in the *Return*. There was no inspection or examination so the schools could not be classified on the basis of grade or efficiency. Consequently a caution was given in using secondary school statistics "because it is well known that there is a greater difference between some secondary schools and others, than there is between the latter and many of those which are classed as elementary. Indeed, so intermixed are the English schools, that some which are secondary in name, may be elementary in fact, and *vice versa*. The *Return*, however, represents the first attempt which has been made in this country to give a statistical survey of the schools in the great province of national education which is intermediate between the public elementary schools and institutions of academic rank or for technical training."²³

There were 6,209 schools represented in the *Return* of which 1,958 were entered as boys' schools, 3,173 as girls' schools and 1,078 as mixed schools. In all the schools there were 291,544 pupils, of which 158,502 were boys and 133,042 were girls.²⁴ The tables which follow are adapted from the summary tables in the *Return* and show the pupils classified as to age and as to form of control of the school.

TABLE I
AGES OF BOYS AND GIRLS ENTERED IN THE RETURN
ON JUNE 1ST, 1897²⁵

	Under 8	8-10	10-12	12-14	14-16	16-18	Over 18	Total
BOYS	18,167	18,864	27,308	41,509	37,850	12,252	2,552	158,502
Percentage of Whole	11.4	11.8	17.1	26.2	23.8	7.6	1.5	
GIRLS	19,224	18,804	22,838	29,606	27,434	12,583	2,553	133,042
Percentage of Whole	14.4	14.1	17.1	22.1	20.5	9.3	1.8	

It may be seen from the above table that 40.3 per cent. of

²³*Ibid.*, p. 10.

²⁴*Ibid.*, p. 11.

²⁵*Ibid.*, p. 11 (adapted).

the boys and 45.6 per cent. of the girls were younger than 12 years of age. This is explainable by two conditions, (1) that many preparatory schools (502 schools had no pupils over 12 years of age) were included in the *Return* and (2) many secondary schools had preparatory departments and the pupils in those departments were included in the returns from the schools.

Table II shows the distribution of pupils and schools on the basis of the form of support. It clearly shows that as far as the number of schools was concerned private enterprise was responsible for the largest proportion of them. More than half of the pupils were receiving their education in schools run for private profit. These schools numbered about five-sixths of the total. This shows that these schools on the average are smaller than all the schools taken as a group. The average size of the private enterprise schools was about thirty whereas for the entire group it was about forty-seven. The schools controlled by companies and the endowed schools were the largest, enrolling on the average about one hundred and twenty-five pupils.

This *Return* gives an idea as to the status of Secondary Education previous to 1902. It will be referred to again in comparison with a later return similarly made. It should be noted particularly that there were almost no pupils in schools under public authorities and these schools had a strong science bias in order to receive grants from the Science and Arts Department.

Board of Education Act, 1899

It was apparently inevitable that the next attempt to give legislative expression to the increasing desire for more education beyond the elementary school should deal with the central authority. The Royal Commission on Secondary Education had stressed the need of a central authority to coordinate, and local authorities to provide, secondary education. The *Bill of 1896*, to set up more powerful local authorities, had failed. The *Return of 1897* had brought to light more completely the lack of adequate provision of secondary schools

TABLE II
PUPILS AND SCHOOLS IN RETURN OF 1897 CLASSIFIED ACCORDING TO THE FORM OF CONTROL²³

	Schools for Boys				Schools for Girls				Mixed Schools			
Form of Control	Number of Schools	Per Cent	Boys in Them	Per Cent	Number of Schools	Per Cent	Girls in Them	Per Cent	Number of Schools	Per Cent	Pupils in Them	Per Cent
Private Enterprise	1311	66.9	46,617	38.1	2,886	91.0	80,286	70.3	970	90.1	26,027	65.3
Subscribers	70	3.6	8,719	7.1	99	3.1	6,321	5.5	28	2.6	3,626	9.0
Companies	48	2.5	5,188	4.2	99	3.1	13,238	11.6	3	.3	308	.7
Endowed, etc.	502	25.6	59,517	48.6	86	2.7	14,119	12.3	31	2.7	3,035	7.5
Local Authority	27	1.4	2,272	1.8	3	.1	3,275	.2	46	4.1	6,996	17.4

²³*Ibid.*, p. 13., adapted.

especially those accessible to the poorer classes. Consequently, there was a need for a central authority to unite the then existing central agencies with responsibilities in educational affairs, but more particularly it was needed to organize a plan for setting up local authorities and to have power to supervise them in making adequate provision for education in their respective areas. This need was expressed in the *Board of Education Act, 1899*, which received Royal Assent August 9, 1899.

While being discussed in Parliament this act was frequently called a skeleton measure which the Government could clothe by means of Orders-in-Council. It gives more or less blanket powers as is seen in the opening section which follows:

"1. (1). There shall be established a Board of Education charged with the superintendence of matters relating to education in England and Wales."²⁷

On being questioned as to the constitution of the Board, the Duke of Devonshire said that some discussion of the question had come up when the Bill was being prepared but he did not recall what the reasons were for the decision made. These reasons were not given later in either House. Precedents were cited in the form of the Board of Trade, the Board of Agriculture and the Local Government Board. It was stated in the debate that it was not likely that the Board would ever meet. It was constituted by the *Act* as follows:

"(2) The Board shall consist of a President, and of the Lord President of the Council (unless he is appointed President of the Board), Her Majesty's Principal Secretaries of State, the First Commissioner of Her Majesty's Treasury, and the Chancellor of Her Majesty's Exchequer."²⁸

The Board have never met. In reality the activities carried out under the name of the Board are planned by the President of the Board, advised and assisted by the permanent staff headed by the permanent secretary.

The consolidation of existing central authorities related to education was provided for in the second section as follows:

"2. (1). The Board of Education shall take the place of the Education Department (including the Department of Science and Art), and all enactments and documents shall be construed accordingly.

²⁷*Board of Education Act, 1899.* (62 & 63 Vict. C. 33) Section I. (1).

²⁸*Ibid.*, section I. (2).

"(2). It shall be lawful for Her Majesty in Council, from time to time, by order, to transfer to, or make exercisable by, the Board of Education any of the powers of the Charity Commissioners or of the Board of Agriculture in matters appearing to Her Majesty to relate to education, and the order may make such provision as appears necessary for applying to the exercise of those powers by the Board of Education the enactments relating to the Charity Commissioners or to the Board of Agriculture.

"Provided that any question as to whether an endowment or part of an endowment is held for or ought to be applied to educational purposes shall be determined by the Charity Commissioners."²⁹

A beginning of relations between the Board of Education and secondary education was provided for as follows:

"3. (1). The Board of Education may by their offices, or, after taking the advice of the Consultative Committee hereinafter mentioned, by any University or other organisation, inspect any school supplying secondary education and desiring to be so inspected, for the purpose of ascertaining the character of the teaching and health of the scholars, and may so inspect the school on such terms as may be fixed by the Board of Education with the consent of the treasury. . . ."³⁰

The extent to which this power has been used will be traced in this study. It seems that a very meager beginning was provided. Only upon the request of the school could the Board inspect a secondary school but an incentive for having such inspection was not mentioned in the *Act* except as might be provided under the following section:

"5. The draft of any Order proposed to be made under this Act shall be laid before each House of Parliament for not less than four weeks during which that House is sitting, before it is submitted to Her Majesty in Council."³¹

The *Act* also provided for the establishment of a Consultative Committee, two-thirds of the membership being qualified to represent the views of Universities and other bodies interested in education, to frame a register for teachers and to advise the Board on any matter referred to the Committee by the Board. This Committee has had many questions on post-primary education referred to it. The reports on these questions will be taken up in their proper places.

²⁹*Ibid.*, Section 2.

³⁰*Ibid.*, Section 3.

³¹*Ibid.*, Section 5.

No better evidence of the almost unanimous judgment on the need of reform in secondary education, or at least of some public provision for such instruction, is needed than that this *Act* received the approval of Parliament. Such blanket powers would never have been given if it had not been generally felt that there was a great need for action. It was stated on several occasions that another bill making more specific provisions would be presented at the following session of Parliament. That bill was delayed somewhat but it was finally presented and made law in the *Education Act, 1902*. The details of that *Act* belong to the next Chapter. With its passage began a new phase of the history of education in England, that of a national system of education. The *Board of Education Act, 1899*, paved the way, the *Education Act, 1902*, made further progress possible.

CHAPTER II

DEVELOPMENT OF THE LAW RELATING TO THE PROVISION FOR POST-PRIMARY EDUCATION

During the discussion of the *Board of Education Act, 1899*, it was stated that a more comprehensive bill dealing with the education question would be introduced in the next session. Before such a bill was introduced an event took place which made immediate action necessary. Mr. Cockerton, a government auditor, refused to certify certain expenditures of the London School Board which had been made in providing instruction in the higher grade elementary schools. An appeal was taken to the courts and the Court decided "that it was not within the powers of a school board as a statutory corporation to provide science and art schools or classes of the kind referred to in the case, either in the day schools or in evening continuation schools, out of the school board rate or school fund."¹ This decision usually referred to as the "Cockerton Judgment" affected many other school boards which had been supplying education higher than elementary in science and art classes and in instruction for pupil-teachers.

The situation had to be dealt with at once. An *Act* was passed which legalized expenditures for education such as were described above. Its principal provision was as follows:

"1. (1) Where a school board has at any time during the twelve months immediately preceding the thirty-first day of July, one thousand nine hundred and one, maintained out of the school fund any school or class to the maintenance of which the school fund is not lawfully applicable, the council of the county or county borough within which the school or class is held, or, with the sanction of the Board of Education, any other local authority under the Technical Instruction Acts, 1889 and 1891, for the district within which the school or class is held, may empower the school board to carry on for the period of one year from that day the work of

¹Jones, G. Edwards, and Sykes, I. C. G.: *The Law of Public Education in England and Wales*, London: Rivingtons, 1904, p. 293.

the school or class to such an extent and on such terms as may be agreed on between such council or local authority and the school board, and to apply to the maintenance of the school or class such sum out of the school fund as the council or local authority may sanction.

"(2) Where any expenses incurred by a school board in respect of any such school or class before the said day are sanctioned by the Local Government Board the legality of those expenses shall not be questioned in any court."²

Thus the predicament which ambitious school boards found themselves in was relieved temporarily. Before permanent relief came, however, a second *Act*, the *Education Act, 1901 (Renewal) Act, 1902*, was passed to continue the application of the above quoted section to the 31st of July 1903. It was not until the 18th of December, 1902, that the Bill, which had been awaited since the *Report* of the Royal Commission on Secondary Education, received the Royal Assent. This *Act*, the *Education Act, 1902*, with the *Board of Education Act, 1899*, completed the organization whereby the State, through central and local authorities, could make adequate provision not only for elementary education but post-elementary as well. Just how this was brought about will be seen from an analysis of the *Act*.

The *Education Act, 1902*, "an Act to make further provision with respect to Education in England and Wales," is divided into four parts. Part I. refers to the setting up of Local Education Authorities, Part II. to Higher Education, Part III. to Elementary Education, and Part IV. deals with some general phases affected by the *Act*.

The local education authorities set up in Part I. are the Councils of the counties and county boroughs.³ These are the authorities for all types of education, elementary, secondary, technical, etc., for the areas over which these councils have jurisdiction except that the councils of boroughs of over ten thousand population, and urban districts of over twenty thousand were made the local education authorities for elementary edu-

²*Education Act, 1901.* (1 Edw., 7, ch. 11), Section 1.

³Councils of county boroughs were constituted by the *Local Government Act, 1888*. In most cases a county borough is a city of more than fifty thousand population.

cation for those areas. This means that in cities from ten to fifty thousand population the elected councils of these cities are the authorities for elementary education. In cities having a population of over fifty thousand the councils of these cities were the authorities for all types of education for which provision was made in the *Act*. For all other urban or rural districts the county council was made the local education authority for elementary and higher education. The county councils were also the authorities for higher education in the cities of from ten to fifty thousand population. Power was given to the councils of non-county boroughs (*i.e.* cities of less than fifty thousand population) to spend money on education other than elementary within a limit but this did not make these councils local education authorities for such education.⁴

In Section 2 of Part II., paragraphs (1) and (2) are important to this investigation and are quoted in full.

"2. (1) The local education authority shall consider the education needs of their area and take such steps as seem to them desirable, after consultation with the Board of Education, to supply or aid the supply of education other than elementary, and to promote the general co-ordination of all forms of education, and for that purpose shall apply all or so much as they deem necessary of the residue under Section 1 of the Local Taxation (Customs and Excise) Act, 1890, and shall carry forward for the like purpose any balance thereof which may remain unexpended, and may spend such further sums as they think fit: Provided that the amount raised by the council of a county for the purpose in any year out of rates under this Act shall not exceed the amount which would be produced by a rate of twopence in the pound, or such higher rate as the county council, with the consent of the Local Government Board, may fix.

"(2) A council, in exercising their powers under this Part of this Act, shall have regard to any existing supply of efficient schools or colleges, and to any steps already taken for the purposes of higher education under the Technical Instruction Acts, 1889 and 1891."⁵

This Section, with Part I. described above, includes the essence of the *Act* from the standpoint of this study. Local authorities, having jurisdiction over considerable areas, were required to "consider the educational needs" of their areas and "after consultation with the Board of Education" make such

⁴See Section 3 of the *Act*.

⁵*Education Act, 1902* (2 Edw. 7, ch. 42), Section 2.

provision as seemed to them to be desirable. The local education authorities were not required to make provision for education other than elementary, but the Board of Education had to be consulted before such provision could be made. Thus the Board of Education were to play an important part in the advancement of education other than elementary. The responsibility for initiating development of higher education was clearly placed upon the local authority. The opportunity for co-ordinating all forms of education was distinctly brought out.

Under Part III. (*i.e.*, relating to Elementary Education) the local education authorities for this part of the *Act* were given the powers and duties of school boards and school attendance committees and the control of secular instruction in public elementary schools not provided by them.

Under this part of the *Act*, the Board of Education was to determine any questions arising between local education authorities and managers of schools not provided by the authority, and had important decisions to make in regard to the provision of new schools and the necessity for old ones as illustrated below.

"8. (1) Where the local education authority or any other persons propose to provide a new public elementary school, they shall give public notice of their intention to do so, and the managers of any existing school, or the local education authority (where they are not themselves the persons proposing to provide the school), or any ten rate-payers in the area for which it is proposed to provide the school, may, within three months after the notice is given, appeal to the Board of Education on the ground that the proposed school is not required, or that a school provided by the local education authority, or not so provided, as the case may be, is better suited to meet the wants of the district than the school proposed to be provided, and any school built in contravention of the decision of the Board of Education on such appeal shall be treated as unnecessary.⁶

"(2) If, in the opinion of the Board of Education, any enlargement of a public elementary school is such as to amount to the provision of a new school, that enlargement shall be so treated for the purposes of this section.

⁶Thus one of the conditions for receiving a grant, that a school be necessary, would not be complied with and the grant would be withheld. In Section 7 (1) it is provided that "The local education authority shall maintain and keep efficient all public elementary schools within their area which are necessary. . . ."

"(3) Any transfer of a public elementary school to or from a local education authority shall for the purposes of this section be treated as the provision of a new school.

* * *

"9. The Board of Education shall, without unnecessary delay, determine, in case of dispute, whether a school is necessary or not, and, in so determining, and also in deciding on any appeal as to the provision of a new school, shall have regard to the interest of secular instruction, to the wishes of parents as to the education of their children, and to the economy of the rates; but a school for the time being recognised as a public elementary school shall not be considered unnecessary in which the number of scholars in average attendance, as computed by the Board of Education, is not less than thirty."⁷

The Board of Education were also concerned in other provisions of the *Act* which related to the management and maintenance of public elementary schools, provisions of trust deeds, etc. For the most part the connection took the form of making decisions in questions of dispute. The details of this provision are not of sufficient importance to this study to be included.

Certain general provisions were made in the final part of the *Act*. Among them it was provided that

"any council having powers under this Act shall establish an education committee or education committees, constituted in accordance with a scheme made by the Council and approved by the Board of Education.

"(2) All matters relating to the exercise by the council of their powers under this Act, except the power of raising a rate or borrowing money, shall stand referred to the education committee, and the council, before exercising any such powers, shall, unless in their opinion the matter is urgent, receive and consider the report of the education committee with respect to the matter in question. The council may also delegate to the education committee, with or without any restrictions or conditions as they think fit, any of their powers under the Act, except the power of raising a rate or borrowing money.

"(3) Every such scheme shall provide—

- (a) for the appointment by the council of at least a majority of the committee, and the persons so appointed shall be persons who are members of the council, unless, in the case of a county, the council shall otherwise determine;

⁷*Education Act, 1902* (2 Edw. 7, ch. 42), Sections 8 and 9.

- (b) For the appointment by the council, on the nomination or recommendation, where it appears desirable, of other bodies (including associations of voluntary schools), of persons of experience in education, and of persons acquainted with the needs of the various kinds of schools in the area for which the council acts;
- (c) for the inclusion of women as well as men among the members of the committee;
- (d) for the appointment, if desirable, of members of school boards existing at the time of the passing of the Act as members of the first committee.”⁸

The promptness with which the local education authorities complied with this provision is shown by the following extract from the *Report* of the Board of Education of 1902-3. It should be remembered that the earliest appointed day for the beginning of the operation of the *Act* was 26th March, 1903. It was provided in the *Act* that such schemes must be made by a council and approved by the Board of Education within twelve months after the passing of the *Act*.

“The total number of Local Education Authorities required by the Act to form Education Committees was 333. Of these, 62 were Councils of Counties, 69 Councils of County Boroughs, 139 Councils of Boroughs with a population of over ten thousand, and 63 Councils of Urban Districts with a population of over twenty thousand. By the 31st of July 1903, 266 Schemes had already received the approval of the Board, and 19 others had been, or were about to be, published locally before approval, in order that an opportunity might be given for the submission to the Board of protests or suggestions by bodies or persons interested. One Borough Council and one Urban District had availed themselves of the provision of Section 20 (b) of the Act and had, with the consent of the Board, relinquished their educational powers and duties to the Councils of the Counties in which their areas were situated. Of the other 46 Councils, the great majority had submitted Schemes which were under preliminary consideration with a view to publication; four had submitted Schemes of such a character that the Board did not feel justified in sanctioning their publication; and the remainder had not yet sent in Schemes, in most cases because they had in contemplation the relinquishment of their powers, or for some other sufficient reason.”⁹

Further provision in the *Act* related to ways of meeting the

⁸*The Education Act, 1902* (2 Edw., 7, ch. 42), Section 17, paragraphs (1), (2) and (3).

⁹Board of Education: *Report for the year 1902-1903*, p. 7.

expenses of a council under the *Act*, to conditions of a council borrowing money, to agreements between authorities as to the exercise or relinquishment of any powers under the *Act*.

The flexibility of the *Act* is indicated in the section "relating to the provision as to elementary and higher education powers respectively." It should be noted that this elasticity was conditioned, to some extent by the necessity of securing the approval of the Board of Education.

"22 (1) In this Act and in the Elementary Education Acts the expression 'elementary school' shall not include any school carried on as an evening school under the regulations of the Board of Education.

"(2) The power to provide instruction under the Elementary Education Acts, of 1870 to 1900, shall, except where those Acts expressly provide to the contrary, be limited to the provision in a public elementary school of instruction given under the regulations of the Board of Education to scholars who, at the close of the school year, will not be more than sixteen years of age: Provided that the local education authority may, with the consent of the Board of Education, extend those limits in the case of any such school if no suitable higher education is available within reasonable distance of the school.

"(3) The power to supply or aid the supply of education other than elementary includes a power to train teachers, and to supply or aid the supply of any education except where that education is given at a public elementary school." ¹⁰

The *Act* did not apply to Scotland, Ireland or London, except that in Section 27 (3) the *Education Act, 1901 (Renewal) Act, 1902* was extended in the case of London to the 26th of March, 1904. The provisions of the *Act* which could apply to London were made applicable by the *Education (London) Act, 1903*.

The important provisions of the *Act* concerning the relation of the Board of Education to the provision of post-primary education have been discussed above. They have been given somewhat in detail because Acts which follow are more or less supplementary to it. The reception of the *Act* is indicated in the following:

"The enactment of the Education Act, 1902, is probably the most important event in the history of education in England since the full recognition

¹⁰*Education Act, 1902* (2 Edw. 7, ch. 42), Section 22.

of Elementary Education as a national duty in 1870. Many of the provisions of the Act have been and continue to be matter for controversy; but the Board are gratified to find that in the majorities of localities there is much willingness to accept it as a step towards bringing education, co-ordinated in all its forms, into more intimate connection with other branches of local life, and to unite in administering it in a spirit of fairness and liberality. It will be the endeavour of the Board to do all within their power to encourage and assist in such an attitude."¹¹

During the next few years the Board of Education and the newly constituted local education authorities were concerned with carrying out the provisions of the *Act*. By the *Elementary Education Act, 1900*, the local authorities (school boards and school attendance committees) were permitted to pass bye-laws requiring attendance at school to the age of fourteen. The age for partial or total exemption from school attendance had previously been raised from eleven to twelve.¹² Thus a larger number of pupils had to be provided for in the public elementary schools in addition to the increase made possible by the provisions of the *Act of 1902* in regard to Higher Education. Consequently, with the exception of certain more or less emergency measures necessitated by the *Act*, there was no important legislation for several years.

Local education authorities were given power to furnish meals to necessitous children by the *Education (Provision of Meals) Act, 1906*. Payment was to be recovered from parent if able to pay, otherwise it was to be paid by the Authority with approval of the Board of Education.

The provisions and importance of the next *Act*, The *Education (Administrative Provisions) Act, 1907* may be judged from the discussion of it in the *Report* of the Board of Education.

"The passage by agreement of the Education (Administrative Provisions) Bill, 1907, through Parliament, though it attracted but little public attention, may without exaggeration be described as an event of the first educational importance. Under the provisions of this Act new powers are conferred upon the Board and upon Local Education Authorities which

¹¹Board of Education: *Report for 1902-1903*, p. 6.

¹²The *Elementary Education (School Attendance) Act (1893) Amendment Act, 1899* (62 & 63 Vict. ch. 13), Section 1.

cannot fail to benefit the children. . . . All children attending Public Elementary Schools will gain by the new duty placed upon the Local Education Authorities to provide for their medical inspection (Section 13) (1) (b); and many town children will, it is hoped, have their lives brightened and their interests widened by the powers conferred on these Authorities to provide vacation schools and classes, play-centres and other means of recreation during their holidays (Section 13) (1) (a).

"The Board have issued a long and important memorandum upon the question of medical inspection (Circular 576) dealing in detail with the many aspects of the subject. The most important points are, however, (a) the direction given (as required by the Act) by the Board that the inspection must be periodical and include not less than three inspections during the school life of each child, and (b) the desirability of carrying out the work of medical inspection in intimate conjunction with the Public Health Authorities and under the direct supervision of the Medical Officer of Health. Only in this way can the hygienic aspect of public education be brought into effective and economical relation to the larger questions of public health of which it is but a part. Any other organisation would inevitably lead to overlapping jurisdiction to one-sided interference with a many-sided problem, to extravagance, friction, and untrustworthy conclusions. . . .

"In order to enable the Board to deal effectively with the new responsibilities placed upon them by the Education (Administrative Provisions) Act, 1907, they have established a medical department to advise and assist them in supervising Local Education Authorities in carrying out their statutory duties in this regard; in giving directions as to the frequency and method of medical inspection and in considering and sanctioning such arrangements as may be proposed under the Act by individual Authorities. The Board also intend to collect and collate the records and reports made by the Authorities as to the medical inspection of school children in their areas and will issue annually an official report on the subject. . . .

"But the Administrative Provisions Act contains many important clauses besides those dealt with above. It enables a Local Education Authority to aid scholars in Public Elementary Schools by means of Scholarships or Bursaries from the age of 12 up to the statutory limit of their possible instruction in such schools. This provision will amongst other effects remove a grave difficulty that has hitherto stood in the way of Higher Elementary Schools. The Act further enables a Council to supply or aid the supply of Education other than Elementary in respect of persons not resident in their areas. It greatly facilitates in several ways the acquirement of land for educational use and its transference from elementary to other purposes of Education or vice versa, a convenience not possible before the passage of this Act."¹³

¹³Board of Education: *Report for the year 1906-1907*, p. 8-9.

By the *Education (Choice of Employment) Act, 1910*, power was given, subject to the approval of the Board of Education, to the councils of counties and county boroughs to make arrangements "for giving to boys and girls under seventeen years of age assistance with respect to the choice of suitable employment, by means of the collection and the communication of information and the furnishing of advice."¹⁴

The *Education (Provision of Meals) Act, 1914*, made possible the spending of money under the *Education (Provision of Meals) Act, 1906*, without applying to the Board of Education for approval. It also enabled local education authorities to provide meals to elementary school children on other days than school days.

In the *Elementary Education Act, 1891*, popularly called the free Education Act, a fee grant was paid to schools under certain conditions. The effect of the *Act* was to increase greatly the number of schools offering free education. The fee grant was a grant of ten shillings for each pupil over three and under fifteen years of age in average attendance. By the *Elementary Education (Fee Grant) Act, 1916*, the pupils in attendance of fifteen years and upwards were no longer excluded. Thus the local authorities or managers of schools received the fee grant for these older pupils and part, at least, of their education was paid for from Parliamentary funds.¹⁵ The effect of this *Act*, which further increased free education in public elementary schools, was rendered more far-reaching by the provision in the *Education Act, 1918*, that no fees should be charged in public elementary schools.¹⁶

The next and certainly the most important *Act* to be included in this study, is the *Education Act, 1918*. Its significance is set forth clearly in the opening sections.

"1. With a view to the establishment of a national system of public education available for all persons capable of profiting thereby, it shall be

¹⁴*The Education (Choice of Employment) Act, 1910* (10 Edw. 7 & 1 Geo. 5, ch. 37), Section 1. (1).

¹⁵*Elementary Education (Fee Grant) Act, 1916* (6 & 7 Geo. 5, ch. 35), Section 1.

¹⁶*Education Act, 1918* (8 & 9 Geo. 5, ch. 39), Section 26.

the duty of the council of every county and county borough, so far as their powers extend, to contribute thereto by providing for the progressive development and comprehensive organisation of education in respect of their area, and with that object any such council from time to time may, and shall when required by the Board of Education, submit to the Board schemes showing the mode in which their duties and powers under the Education Acts are to be performed and exercised, whether separately or in co-operation with other authorities.

- "2. (1) It shall be the duty of a local education authority so to exercise their powers under Part III. of the Education Act, 1902, as
- (a) to make, or otherwise to secure, adequate and suitable provision by means of central schools, central or special classes, or otherwise—
 - (i) for including in the curriculum of public elementary schools, at appropriate stages, practical instruction suitable to the ages, abilities, and requirements of the children; and
 - (ii) for organising in public elementary schools courses of advanced instruction for the older or more intelligent children in attendance at such schools, including children who stay at such schools beyond the age of fourteen;
 - (b)
 - (c) to make, or otherwise to secure, adequate and suitable arrangements for co-operating with local education authorities for the purposes of Part II. of the Education Act, 1902, in matters of common interest, and particularly in respect of
 - (i) the preparation of children for further education in schools other than elementary, and their transference at suitable ages to such schools; and
 - (ii) the supply and training of teachers; and any such authority from time to time may, and shall when required by the Board of Education, submit to the board schemes for the exercise of their powers as an authority for the purposes of Part III. of the Education Act, 1902."¹⁷

Thus it may be seen that the power to provide education beyond the elementary or in the upper elementary school by local education authorities as given by the *Education Act, 1902*, was changed to a duty imposed. The Board of Education was given power to require these authorities to plan the extent to which provision was to be made for "all persons capable of profiting thereby." This phrase gives an opportunity for dif-

¹⁷*Ibid.*, Sections 1 and 2.

ferences of provision due to decisions regarding those capable of profiting by education. However, it is quite clear that more adequate education for the older pupils in elementary schools was contemplated.

Similar duties were imposed on Part II. authorities, *i.e.*, those for higher education, in regard to continuation schools, without fees, for young persons required by the *Act* to attend such schools. The Board of Education could require schemes to be submitted concerning the organization of these schools.

Those children who were of the poorer classes who might be excluded from further education because of fees were considered as follows:

"4. (4) In schemes under this *Act* adequate provision shall be made in order to secure that children and young persons shall not be debarred from receiving the benefits of any form of education by which they are capable of profiting through inability to pay fees."¹⁸

The Board of Education in approving the schemes had to decide on the question of adequacy. Upon approval of the scheme by the Board of Education it was the duty of the local authority to give effect to the scheme. If there was disagreement between the Board and the local authority in regard to the adequacy of the provisions of the scheme, the Board would offer to have a conference or hold a public inquiry. If the Board of Education still disapproved the scheme, the authority was to be notified and if agreement was not reached within one month the matter was to be placed before Parliament together with reasons for disapproval and plans of action which were to be taken, such as withholding or reducing grants to the authority.¹⁹ Thus a very important power as well as responsibility was placed upon the Board of Education in relation to the provision for post-primary education, particularly since the adequacy of provision for elementary education under the *Act* was much more easily measured.

The Board of Education was empowered to make schemes for the federation of two or more councils in order that more effective provision could be made than was possible or con-

¹⁸*Ibid.*, Section 4 (4).

¹⁹*Ibid.*, Section 5.

venient in the areas of the individual authorities. The request for such federation must come from the councils. In cases of such federations the educational management was provided for in a joint committee or a joint body of managers to which powers and duties of the Councils (except the power of raising a rate or borrowing money) might be delegated.²⁰

Section 8 of the *Act* provided that no exemption from attendance should be granted to children between the ages of five and fourteen and permitted bye-laws to be passed raising the age to fifteen. If a school was not open to inspection by the local education authority or by the Board of Education and satisfactory registers of the attendance were not kept, it was no defence to proceedings relating to school attendance if a child was attending such a school. Upon their requests, local education authorities could be authorized by the Board of Education to give instruction to children in public elementary schools until the end of the school term in which they reach the age of sixteen or later. The part of this section raising the age of compulsory attendance to fourteen came into effect the 1st of July, 1922. The pupil was required to finish the school term in which he attained the age at which exemption was possible.

Section 10 provided for compulsory attendance at continuation schools for 320 hours a year for young persons between fourteen and sixteen and after seven years from the appointed day for that section, this age was to be extended to eighteen. The section further deals with exemptions and regulations in regard to attendance at such schools. This was an extremely important section from the standpoint of post-primary education, but because of the necessity for economy it has not been put into effect except in a few areas.

The provisions of the *Education (Administrative Provisions) Act, 1907* (see above), were extended to Part II. Authorities of the *Education Act, 1902*. These authorities were also to have the same duties and powers to make provision for medical inspection and treatment as those of Part III. authorities. Thus schools giving higher education were placed on the

²⁰*Ibid.*, Section 6.

same footing as public elementary schools as regards those provisions.²¹

By Section 26 all fees or other charges were abolished in public elementary schools, except those in connection with the provision of meals and medical treatment. Special provision in the form of grants was made for non-provided schools in which fees had been charged.²² This made complete the legislation for free education which began with the *Elementary Education Act, 1891*.

Any school not liable to inspection by any Government department could be inspected by the Board of Education, if they saw fit, free of cost if the request for such inspection was made by the governing body or, if none existed, by the headmaster according to the provisions of Section 27. It became necessary, because of Section 28, after the appointed day for that Section (1 April, 1919²³) for the responsible person of every school and educational institution not in receipt of grants from the Board of Education to furnish, in a form prescribed by the Board, certain information regarding the school which would make available full information as to the provisions for education in England and Wales. Thus it was made possible for the Board of Education to secure reports from private schools.

A single or substantive grant from the Board of Education to the local education authorities was provided for in Section 44 (1) in place of the many separate grants which had formerly been paid. In addition, paragraph (2) provided that, where the sums paid out of Parliamentary grants were less than half the net expenditure of the authority, the Board of Education should pay a deficiency grant equal to the amount of the deficiency. The Board of Education was to make regulations for the purpose of determining how the amount of any deficiency should be ascertained and paid. "If, by reason of the failure of an authority to perform its duties under the Education Acts or to comply with the conditions on which grants

²¹*Ibid.*, Section 18.

²²*Ibid.*, Section 26.

²³Lithiby, Sir John: *Owen's Education Acts Manual*, 1923, p. xxiii.

are made, the deficiency grant is reduced or a reduction is made from any substantive grant exceeding five hundred pounds or the amount which would be produced by a rate of halfpenny in the pound whichever is the less, the Board of Education shall cause to be laid before Parliament a report stating the amount of and the reasons for the reduction or deduction.”²⁴ This indicates an effective pressure which the Board of Education may use on local education authorities which are not doing their duties, but it also shows how Parliament is kept posted on disciplinary measures of the Board.

From the above, it may clearly be seen that the *Education Act, 1918*, made provision for a national system of education. By increasing the powers and duties of the central authority and the local education authorities, the essential unity of the system was established. The “may” of previous Acts as regards post-primary education provided by local authorities was changed to “must” and the Board of Education was charged with the responsibility of seeing that the provisions of laws relating to education were carried out. The scheme system, which required a co-ordinated plan of all types of education at all levels to be submitted to the Board for approval, was designed to stimulate steady and progressive improvement of the provision of educational opportunity. For the first time private schools were recognized as coming within the jurisdiction of the administration of public education.

“In the Parliamentary Session of 1921, a Bill to consolidate the enactments relating to education and certain enactments relating to the employment of children and young persons was introduced and subject to some amendments, received Your Majesty’s assent on 19th August, 1921. The Bill was designed to consolidate and not amend the existing law; and it provides for the repeal in whole or in part of thirty-one enactments which are reproduced in the *Act*.

“Section 173 of the Act provides that the provisions of the Act shall come into operation on the day or days appointed by the Board of Education and that no appointed day shall be earlier than 1st January, 1922.”²⁵

²⁴*The Education Act, 1918* (8 & 9 Geo. 5 ch. 39), Section 44 (5).

²⁵Board of Education: *Report for the year 1920-1921*, p. 6.

The *Education Act, 1921*, was the last act relating to the general field of education which was passed during the period under review. The Acts which followed, dealing with the superannuation of teachers, will be considered in a later chapter.

Summary. The period under review has been marked with considerable activity in the enactment of important laws in the field of education. The *Education Act, 1902*, set up local authorities over larger areas than had previously been the case and gave these authorities permission to provide education other than elementary. The duty of providing medical inspection and the power to provide treatment for elementary school children was placed upon the local education authorities by the *Education (Administrative Provisions Act), 1907*. This duty was extended to include similar service to pupils in schools other than elementary by the *Education Act, 1918*.

In the *Education Act, 1918*, the permission to provide schools other than elementary as given in the *Education Act, 1902*, was changed to a duty imposed on the local authorities to make such provision. It was also stated clearly that pupils capable of profiting by further education, should not be deprived of it because of the inability to pay fees. All children were required to remain in school at full-time attendance until the end of the term in which they became fourteen, and local authorities were given permission to make by-laws extending this age to fifteen with the approval of the Board of Education. Another important provision of the *Act* of 1918 was that the funds voted by Parliament in aid of education and paid to local authorities should not be less than one-half the net expenditure.

The *Education Act, 1921*, was important in that the many Acts relating to the education and employment of children were consolidated in this one *Act*. There were, however, no important additions to the then existing law.

CHAPTER III

RELATION OF THE BOARD OF EDUCATION TO THE PROVISION FOR POST-PRIMARY EDUCATION IN PUBLIC ELEMENTARY SCHOOLS

As was pointed out in chapters I and II, provisions had been made in public elementary schools for older pupils previous to the period under review. The "Cockerton" judgment necessitated some action which would clearly show whether or not this practice was to continue. The temporary Acts of 1901 and 1902 followed by the *Education Act, 1902*, are evidence that those in authority wished such post-primary education supplied. Thus the provision for older pupils under the *Elementary School Code* in Public Elementary Schools was legalized. This *Code* incorporates the regulations of the Board of Education in regard to such schools. It is proposed in this Chapter to trace the relationship of the Board of Education to the provision for post-primary education in Public Elementary Schools as shown in changes in the *Code* and other evidences of that relationship.

By the *Elementary School Code* of 1903, the first issued after the passage of the *Education Act, 1902*, pupils between the ages of three and fifteen could be counted for grant.¹ The course of instruction was to be English (including reading, recitation, writing, composition and grammar in so far as it bears upon the correct use of language), Arithmetic, Drawing (for boys), Needlework (for girls), Lessons (including object-lessons, on geography, history and common things), Singing (which should as a rule be by note) and Physical Training. These subjects were to be taken, as a rule, in all schools. It was not necessary that all should be taught in every class.² One or more of these subjects might be omitted in any school which could satisfy the inspector and the Board that there was a good

¹Board of Education: *Provisional Code of Regulations for Public Elementary Schools and Training Colleges, 1903*, Article 13.

²*Ibid.*, Article 15. (b) (i).

reason, in its case, for the omission. This indicates what seems to be a general attitude of the Board of Education in regard to the curriculum. Certain subjects are set up which will fulfill the requirements of the Board or will be accepted in a school desiring grants. If the managers of the local school desire to make changes the responsibility for justifying the change is placed upon the local managers.

In addition to the subjects given above, one or more of the following subjects might be taken when the circumstances of the school, in the opinion of the inspector, made it desirable. These included Algebra, Euclid, Mensuration, Mechanics, Chemistry, Physics, Elementary Physics and Chemistry, Animal Physiology, Hygiene, Botany, Principles of Agriculture, Horticulture, Navigation, Latin, French, Welsh (for scholars in schools in Wales), German, Bookkeeping, Shorthand (according to some system recognized by the Board), Domestic Economy or Domestic Science, Drawing (for girls), Needlework (for boys), a group of subjects for girls, including Cookery, Laundry Work, Dairy Work and Household Management, Cottage Gardening and Manual Instruction for boys and Cookery for boys in seaport towns.³ To give further elasticity to meet local conditions Article 16 stated "any subject, other than those mentioned in Article 15, may, if sanctioned by the Board, be included in the course of instruction, provided that a graduated scheme of teaching it be submitted to, and approved by, the inspector." Thus it is evident that the Board through their inspectorate retained the power of supervising what was taught in the elementary schools and yet provided a varied selection from which managers of local schools might choose. A very substantial post-primary education could be selected from the above mentioned subjects.

It was the duty of the inspectors to visit schools to enquire whether the conditions for annual grants had been fulfilled and to report to the Board.⁴ An inspector might visit at any time, with or without notice, any public elementary school or place

³*Ibid.*, Article 15 (a) (ii) and (iii).

⁴*Ibid.*, Section 18.

in which the scholars were receiving instruction under the *Code*. If the inspector considered it desirable, he might hold a formal examination of any class in the school upon the work done by the class during the previous six months, but in such cases he was required to give not less than six months' notice.⁵

The post-primary education provided under the sections of the *Code* described above was usually provided in "Higher Grade Elementary Schools," "Senior Standard Schools" and schools with similar names.⁶ These schools, in some cases, included the elementary grades, while in other cases only the higher standards or ex-standards⁷ comprised the school. They might receive pupils from several elementary schools and as such were some times called central classes or central schools. They usually received grants from the Science and Art Department.⁸ These schools should not be confused with the Higher Elementary Schools recognized by the Board under a Minute issued April 6th, 1900, which provided for that special type of school. The discussion of the Higher Elementary Schools will be taken up as a special phase of the provision of post-primary education in public elementary schools later in this Chapter.

The extent to which the subjects of the curriculum were included in the ordinary public elementary schools may be judged from the following extract from the *Report* of the Board of Education for 1902-03:

"During the past year, reading, writing and arithmetic were taught in 23,295 departments (all), composition in 23,281, grammar in 23,197, geography in 23,234, history in 23,053, common things in 23,269, drawing in 20,040, physical training in 23,266, and singing in 23,289 departments. Algebra was taught in 1,355 departments, domestic economy or domestic science in 1,027; science (elementary or experimental) in 574, French in 719, shorthand in 537, animal physiology in 320, mensuration in 395, and mechanics in 299. These are the only subjects, other than named in the following paragraphs [cooking, laundry work, cottage gardening, manual

⁵*Ibid.*, Article 22.

⁶Board of Education: *Report of the Consultative Committee on The Education of the Adolescent*, 1926, p. 21-24. Also p. 274-275.

⁷The term standard is used with much the same meaning as grade in school organization in the United States. Ex-standards are the classes above standard VII.

⁸Royal Commission on Secondary Education: *op. cit.*, p. 10.

instruction and household management], which were taught in more than 200 departments.”⁹

The amount of the annual grant was provided for in the *Code*. This grant did not include the “fee grant” payable under the *Elementary Education Act, 1891*,¹⁰ nor the “aid grant” under section 10 of the *Education Act, 1902*.¹¹ The annual grant under the *Code* of 1903 was made up of several amounts; only those for schools for older scholars are given here. The principal grant was 22s. or 21s. per unit of average attendance.¹² The Board was to decide “which, if either, of these grants shall be paid, after considering the report and recommendation of the inspector upon each of the following four points:

⁹Board of Education: *Report for the year 1902-1903*, p. 27.

¹⁰This grant was payable at the rate of “ten shillings a year for each child of the number of children over three and under fifteen years of age in average attendance at any public elementary school in England and Wales (not an evening school), the managers of which are willing to receive the same, and in which the Education Department are satisfied that the regulations as to fees are in accordance with this Act.” *Elementary Education Act, 1891* (54 & 55 Vict. ch. 56), Section 1 (1). Thus, schools which satisfied the conditions set forth in the *Code*, i.e., public elementary schools, were eligible for this grant.

¹¹This section provided that, in lieu of certain other grants, local education authorities were to be paid annually out of funds provided by Parliament “(a) a sum equal to four shillings per scholar; and (b) an additional sum of three halfpence per scholar by which the amount which would be produced by a penny rate on the area of the authority falls short of ten shillings a scholar: Provided that, in estimating the produce of a penny rate in the area of a local education authority not being a county borough, the rate shall be calculated upon the county rate basis, which, in cases where part only of a parish is situated in the area of the local education authority, shall be apportioned in such manner as the Board of Education think just.

But if in any year the total amount of Parliamentary grants payable to a local education authority would make the amount payable out of other sources by that authority on account of their expenses under this Part (*Elementary Education*) of this Act less than the amount which would be payable by a rate of threepence in the pound, the Parliamentary grants shall be decreased, and the amount payable out of other sources shall be increased by a sum equal in each case to half the difference.” *Education Act, 1902* (2 Edw. 7, ch. 42), Section 10.

¹²The average attendance was found by dividing the total number of “attendances” (attendance of scholars under fifteen years of age at secular instruction during two hours in the case of scholars in a school or class for older children and during one hour and twenty minutes in the case of half-time scholars) made during the period, by the number of times for which the school had met during such period. *Elementary School Code, 1903*, Articles 12, 13 and 14.

- (a) The suitability of the instruction to the circumstances of the children and the neighbourhood.
- (b) The thoroughness and intelligence with which the instruction is given.
- (c) The sufficiency and suitability of the staff.
- (d) The discipline and organisation.

The inspector will recommend the higher grant unless he is unable to report favourably upon the school under these heads.¹³

In addition to this principal grant, special grants for cookery (4s. for each girl who attended not less than 40 hours during the school year, of which not more than eight hours were in one week nor four hours in one day, at a cookery class of not more than 18 scholars and spent not less than 20 hours in cooking with her own hands, and not less than 14 hours at demonstration lessons), laundry work (2s. for each girl who attended not less than 20 hours during the school year (qualified as above) at a laundry class of not more than 14 scholars, and spent not less than 10 hours in working with her own hands), and dairy work (4s. for each girl who attended for not less than 20 lessons, of at least 2 hours each, a class of not more than 14 scholars). Attendances made by girls under 11 years of age were not as a rule recognized by the Board for the purpose of these grants.¹⁴

A special grant for cottage gardening (2s. or 4s. for each boy who attended not less than 20 hours (or 40 hours) at a gardening class of not more than 14 scholars) and manual instruction (6s. or 7s. for each boy if satisfactorily taught in accordance with regulations) were also offered. In the case of manual instruction the Board decided which grant, if either, was to be paid, and the inspector was not to recommend the grant of 7s. unless the instruction was specially good.¹⁵

A scheme combining the various courses for girls, given above, into a course in household management, including cook-

¹³Board of Education: *Provisional Code of Regulations for Public Elementary Schools and Training Colleges*, 1903, Article 101 (a.) (i).

¹⁴*Ibid.*, Article 101 (g) (h) and (i).

¹⁵*Ibid.*, Article 101 (k), (1).

ery, laundry work, and practical housewifery, might be submitted and if approved by the Board a grant at the rate of 7s. per 100 hours' attendance was made for each girl who attended lessons given according to the scheme. Attendance made by girls under 12 were not as a rule approved for this grant. At least half of the time had to be spent in practical work, as a rule.¹⁶

The general conditions to be fulfilled by a school in order to be placed, or to continue, on the annual grant list were, it had to be a public elementary school, no child might be refused admission as a scholar except on reasonable grounds, the timetable had to be approved by the inspector on behalf of the Board and the school had to "be open at any reasonable time, except the ordinary school hours, to the inspection of the parent of any scholar attending the school, who makes a written application to see it."¹⁷ In a school provided by the local authority, the consent of the Board had to be given to the weekly fee (if any) which was charged. The school had to be necessary and could not be run for private profit nor farmed out to a teacher. With some exceptions the principal teacher had to be certified and the school must have met not less than 400 times in a year. The Board had to be satisfied that the school premises were suitable for the school, the staff sufficient¹⁸ and proper equipment provided. The course of instruction had to be in accordance with the *Code* (given above) and approved by the inspector on behalf of the Board; the teaching of the infants could not interfere with the instruction of the older scholars in the same school; registers and other accounts had to be kept. The school, in the opinion of the inspector, had to be efficient. If the inspector recommended that the grant be withheld, this was evidence that the school was inefficient but the grant would

¹⁶*Ibid.*, Article 101 (m).

¹⁷*Ibid.*, Article 79, also Articles 77 and 78.

¹⁸The minimum staff was based on the pupils in average attendance. For the principal certified teacher there might be 50 pupils, each additional certified teacher, 60, each assistant (whether or not provisionally certified) 45, provisional assistant teacher or additional teacher (who teaches full time in general instruction and needlework) or a pupil-teacher, 30 pupils and each probationer 20 pupils. See Article 73 of the *Code*.

not be withheld until the following conditions were fulfilled:

"(1). The inspector must report the school or class inefficient and state specifically the grounds of such judgment, and the Board must, with the report, give formal warning that the grant may be withheld under this Article, if the inspector again reports the school or class to be inefficient.

"(2). The inspector must, not less than twelve months later, and after a visit paid with due notice, again report the school or class inefficient, and again state specifically the grounds for such judgment.

"(3). If within fourteen days after the receipt of the second adverse report of the inspector, appeal is made by the managers or by the local authority against his decision, the school must be visited and such adverse report must be confirmed by another inspector."¹⁹

In addition to the above conditions, all returns called for by the Board or by Parliament had to be made, notice of the closing of a school was to be sent to the inspector as soon as possible, schools had to be closed or pupils excluded if the sanitary authority required such action, but an appeal to the Board might be made if the action seemed unreasonable. The income of the school had to be "applied only for the purposes of public 'elementary schools' (*Elementary Education Act, 1876*, section 20)." On conditions approved by the Board, students from training colleges were to be allowed to attend the school for the purpose of practice teaching.²⁰ "In cases where any of the conditions of annual grants set forth in this *Code* (except such conditions as are specially imposed by Act of Parliament) are not fulfilled, the Board have power, after considering all the circumstances, to pay the grant or a portion of the grant, and give a warning that the next year's grant may be withheld."²¹

It is clear from the above discussion of the *Code*, that the Board of Education had a very definite relation in the way of setting up standards for the schools and discovering, through the inspectorate, to what extent these standards were being attained. If these standards were not met, then grants could be withheld, thus the power of the Board was the power of the purse.

It should not be inferred that the Board of Education, in

¹⁹*Ibid.*, Article 86.

²⁰*Ibid.*, Articles 87, 88, 90, 91.

²¹*Ibid.*, Article 92.

setting up these standards, were attempting to secure uniformity of practice, especially in regard to the curriculum. As a matter of fact, the regulations as embodied in the *Code* plainly leave wide options to meet local conditions. It is the responsibility of the inspectors to judge whether such adaptations meet local needs as well as the conditions for receiving grants. In regard to method or the practice of teaching, the following is cited to show the attitude of the Board:

"The only uniformity of practice that the Board of Education desire to see in the teaching of Public Elementary Schools is that each teacher shall think for himself, and work out for himself such methods of teaching as may use his powers to the best advantage and be best suited to the particular needs and conditions of the school. Uniformity in details of practice (except in the mere routine of school management) is not desirable even if it were attainable. But freedom implies a corresponding responsibility in its use."²²

The *Suggestions*, from which this quotation was taken, appeared for the first time in 1905. The reason for its appearance was given in the annual report for that year.

"It used to be the practice of the Board to give directions as to the scope and methods of teaching the various subjects at that time included in the Elementary School course in the form of instructions to their Inspectors. These instructions were withdrawn when the new *Code* for Elementary Schools, issued in 1904, was in preparation; but the more general and elastic scheme of study there laid down made some further guidance to the teachers in the arrangement and conduct of their work in the school very desirable, if not indeed necessary; and in July of this year the Board issued a special volume to that end. The 'Suggestions for the Consideration of Teachers and others concerned in the work of Public Elementary Schools' do not profess to be an authoritative statement of the methods in which teaching should be carried on. There are many theories of education, though these have found little use or favour in this country. It is not desirable to encourage the pedantry of pedagogy, and yet it may be possible to put into intelligible language the methods followed by good teachers They [the Board] desire to emphasise their [the Suggestions] tentative character, not from any absence of conviction as to their general validity, but from a sense of the need there is for their detailed application to the problems which present themselves in the Elementary

²²Board of Education: *Suggestions for the Consideration of Teachers and Others concerned in the work of the Public Elementary Schools*, 1905, p. 6.

School and for their probable modification from time to time hereafter as a consequence of intelligent observation and experiment.”²³

This practice of presenting the attitude of the Board in regard to the curriculum in a volume of *Suggestions* has been continued since 1905. In the current volume called the *Handbook of Suggestions*,²⁴ and containing more than four hundred pages, the attempt is made to present material which will be of value to those interested in the work of Public Elementary Schools. In the Prefatory Note, after attention is called to the fact that no detailed consideration of the curriculum is made in the *Code* (the *Code* of 1903 was the last in which such consideration was given) the following appears:

“Since this volume is now the main channel for the expression of the Board’s views on curriculum, a knowledge of its contents should be regarded as part of the necessary equipment of every teacher. The Board fully realise that the standard and practice of teaching contemplated in this volume are not within the reach of every school, and in particular they recognise that the suggestions in their entirety cannot always be carried out in small rural schools or schools in very poor neighbourhoods. Teachers will naturally adopt special expedients to meet special needs. But it is hoped that every teacher will find encouragement and guidance in the consideration of what is being attempted and increasingly attained in a large number of our Public Elementary Schools.”²⁵

Thus it is clear that the liberal attitude of the Board of Education toward the curriculum, that of suggestion rather than prescription, which was so clearly expressed in the *Suggestions* issued in 1905, has been retained in the present volume. In fact in the Prefatory Note of the 1928 edition, the statement quoted above from the 1905 edition was re-affirmed and quoted.

Greater simplification was attained in the *Code* of 1904. The curriculum was treated in less detail and an announcement was made of a new scale of grants differentiated on the basis of age. The grant for pupils between 12 and 15 years was to be 25s. and to begin in 1905. This change was not effected, how-

²³Board of Education: *Report for the year 1904-1905*, p. 24.

²⁴Board of Education: *Handbook of Suggestions for the consideration of Teachers and others concerned in the work of Public Elementary Schools*, 1928.

²⁵*Ibid.*, p. 4.

ever, as the grant in the *Code* for 1905 was 22s. and was paid for attendance in schools for older scholars.

In the *Code* for 1905 attention was called to the fact that previous *Codes* had excluded the attendances of pupils over fifteen for the purposes of calculation for the annual grant. The *Education Act, 1902*, permitted local authorities to provide education to pupils who were less than sixteen at the close of the school year and that limit might be extended with the consent of the Board of Education.

"In order to bring the *Code* into harmony with this provision of the Act, it is now provided that grant shall be payable in respect of all scholars over three years of age for whose education a Local Education Authority legally provides in any one of its Public Elementary Schools. The effect of this is that the attendance of a scholar who reaches the age of fifteen in the course of a school year may continue to be counted for grants under the *Code* until the end of that school year; but not longer unless the instruction in that school, or of any scholar in that school, beyond those limits is especially extended, with the consent of the Board of Education, under the proviso in Section 22 (2) [see p. 28 above] of the Act of 1902."²⁶

This did not change the condition under which the Fee Grant was paid only to pupils under fifteen, consequently it was necessary to keep two registers in classes containing pupils both below and above the age of fifteen.

The increased interest in secondary education at about this time (to be discussed in detail in the next chapter) was beginning to show its effects upon the older scholars in the elementary schools. The Board called attention to this condition in their *Report* for 1905-06.

"At the other end of the age scale the number over fifteen years of age has decreased from 7,770 (having been stationary about this figure for four successive years) to 6,771. This decrease though relatively large, is not in itself considerable, and is probably due to provision being now made for the more suitable instruction in Secondary Schools of scholars who, under the conditions existing in previous years, would have remained in Elementary Schools till the completion of their sixteenth year, or even later.

"That there is on the whole an increasing tendency to postponement of the age of leaving Public Elementary Schools is shown conspicuously

²⁶Board of Education: *Code of Regulations for Public Elementary Schools*, 1905, p. ii.

by the figures as to the number of children on the registers between the ages of twelve and fifteen. Attention was called in last year's Report to the increase in the number of children who do not leave school until they are over fourteen years of age. The increase was a marked feature of the returns for the year 1900-1, and was no doubt in the first instance a direct result of the substitution by the Elementary Education Act, 1900, of fourteen years for thirteen years as the age up to which the bye-laws as to school attendance should apply. In the following year the increase was still more marked, and it has continued, though not to such an extent, in subsequent years. As a result it appears that, while in the five years from 1899-1900 to 1904-5, the number of children between seven and twelve has increased by less than one-thirtieth, the number between twelve and fifteen has increased by more than one-third. It should be mentioned that this does not represent the full extent of the actual improvement in school attendance, since no account is taken of the children who, between 1903-4 and 1904-5 were transferred from Public Elementary Schools to Secondary Schools, partly in consequence of the establishment of scholarship schemes by Local Education Authorities. There are no exact figures available as to the number of these children,"²⁷

For some years previous to the 1st of October, 1907, in the returns from schools and local authorities, children had been grouped by age into several age groups. Two of these groups were from 12 to 15 years and 15 years and over. The Board were becoming interested in comparing the changes as regards elimination of pupils in schools and found difficulty in making comparisons when pupils were not grouped for each year of age. Consequently a system was instituted whereby the annual statistics would show the number of scholars at each year of age on a definite date in the year. The 1st of October was selected (provisionally, at least) as that date. On the basis of such statistics as were available it was pointed out that, "out of every 10,000 scholars between the ages of 10 and 13 in any year, the number who two years later were still attending school has increased from 4,891 in 1900-1 (out of 10,000 in 1898-9) to 5,854 in 1905-06 (out of 10,000 in 1903-04.)"²⁸ The age group from 12 to 15 had shown a large relative increase during those five years.

In the *Code* for 1909 certain changes designed to secure

²⁷Board of Education: *Report for the year 1905-1906*, p. 27.

²⁸Board of Education: *Report for the year 1906-1907*, p. 37.

the improvement of the teaching staffs, in respect to both quantity and quality, and a reduction in the size of classes under the charge of individual teachers were made. The grants were apportioned on the basis of the age of the scholars, 13s. 4d. being granted for scholars under five years of age instead of 17s. for "infants" and 21s. 4d. for scholars over five years of age instead of 22s. for "older scholars." The attitude of the Board in regard to these changes was expressed in the Prefatory Memorandum.

"The Board recognise that the amount of improvement which can be effected in the education given in Public Elementary Schools, by altering the regulations contained in the Code and raising the standard of the conditions of Parliamentary Grant, is limited. Regulations, whether made by the Board or by Local Education Authorities, principally affect the external conditions under which the work of the schools is done, and improvements in those regulations can usually amount to little more than the removal of conditions which are injurious or discouraging to the work of education. The vitality of any system of education must depend mainly on the spirit in which it is worked, on the enlightenment, sympathy and energy of the teachers and on the interest and industry of the scholars. By the changes made in the present Code, the Board hope that they are securing the removal of certain definite obstacles to further progress and that they are increasing the opportunities for fruitful efforts on the part of teachers and scholars. The Board also hope that by making the regulations more elastic they are facilitating the work of Local Education Authorities, and they have recognised that one of the most hopeful lines of advance lies in the direction of giving more liberty and discretion to those authorities, who share with the Board the work of administration."²⁹

The reasons for changing the basis on which grants were apportioned was given as follows:

"The chief object of the Board in re-arranging the Annual Grants on a system which differentiates between scholars on an age basis, instead of on the basis of classes, in which they are taught, has been to remove all obstacles to the classification of scholars on purely educational grounds. The main objections to the present system are that it tends to encourage the premature promotion of infants into classes for older scholars and tends to break the continuity in respect to curriculum and methods of instruction which should prevail from the bottom to the top of the schools. Distinctions introduced for administrative purposes have, in fact, produced in some cases an artificial classification of the scholars which is educationally unsound."³⁰

²⁹Board of Education: *Code of Regulations for Public Elementary Schools in England*, 1909, p. iii.

³⁰*Ibid.*, p. vi.

In 1909, the Interdepartmental Committee, which had been studying the question of Partial Exemption from School Attendance, made their report. They found that children must attend school, or be efficiently educated elsewhere, from 5 to 14 years, subject to certain exceptions. The Local Education Authorities were required to pass bye-laws regulating the attendance between those ages. A half dozen Local Education Authorities had fixed 13 as the normal age for termination of compulsory attendance. In no case could a child between the ages of 5 and 11 be exempted except for illness, being efficiently instructed in some manner or living beyond stated limits from school.

The ordinary age of exemption was 12, except children employed in agriculture, who between the ages of 11 and 13, might be absent part of the year if they had 250 attendances in another part. A child of 12 might obtain partial or total exemption from attendance if employed under Factory Acts and had reached a stated standard of efficiency (Standard III. to VI. for partial exemptions and Standards V. to VII. for total exemption, depending upon the area). Total exemption was most commonly claimed when a child of 13 was to be employed. Total exemption might be obtained if the child, after 5 years of age, had 350 attendances in not more than two schools during each of the five previous years. There was no obligation on the authorities to provide in bye-laws for both partial and total exemption and many provided only for total.

The Committee heard the evidence of witnesses and found the teachers almost unanimous in desiring the cessation of partial exemption in all its forms because of the difficulty of teaching the classes when pupils became half-timers. The composition of the class might change each week. It was also felt that it was demoralising for children to begin mill life so early. The half-time pupils were not found to take advantage of continuation or evening schools. The Committee, in the light of the evidence presented, found themselves "compelled to offer

an unqualified condemnation of the educational effect of the system of partial exemption in both town and country.”³¹

The Committee recommended in part: “(1) That all Partial Exemption be abolished from a date not earlier than January 1st, 1911; (2) That at the same time Total Exemption under the age of 13 be abolished; (3) That the attendance certificate for Total Exemption be abolished; (4) That Total Exemption at the age of 13 be granted only for the purposes of beneficial or necessary employment; (5) That the ordinary condition for Total Exemption be due attendance at a Continuation class, but (6) That subject to the approval of the Board of Education, an Authority may adopt as an alternative condition, the passing of a Standard not lower than Standard VI.”³²

As far as the Board of Education was concerned, action on this *Report* was delayed until the *Education Act, 1918*, came into effect. Section 8 (1) provided that

“Subject as provided in this Act, no exemption from attendance at school shall be granted to any child between the ages of five and fourteen years, and any enactment giving a power, or imposing a duty, to provide for any such exemption, and any provision of a bye-law providing for any such exemption, shall cease to have effect.”

This section of the *Act* was effective from 1 July 1922.³³

The next revision of the *Code* appeared in 1912. The aim of the revision was to “remove or modify conditions imposed by earlier Codes, which seem to be no longer necessary in view of the increased administrative and educational experience which has now been gained by Educational Authorities. This increased experience has made it practicable to devolve upon Local Authorities powers which have hitherto been exercised by the Board, and to give greater responsibility and liberty in the conduct and control of the work of schools in their areas.”³⁴

These changes involved the curriculum in that the necessity was emphasized for adjusting the curriculum to meet local needs, the character of the scholars and the tastes and abilities

³¹Interdepartmental Committee (Charles Trevelyan, Chairman): *Report on Partial Exemption from School Attendance*, 1909, I, p. 8.

³²*Ibid.*, p. 18.

³³Board of Education: *Report for the year 1921-1922*, p. 2.

³⁴Board of Education: *Report for the year 1911-1912*, p. 38.

of the teachers. General arrangements between Inspectors and the local Education Authorities were to be substituted for the supervision hitherto required by the *Code*. A block grant for special subjects was given to certain schools as an experiment.

During the period so far reviewed in this Chapter, i.e., 1902-12, there had been attempts made to arrive at an adequate solution for the problem of the older pupils in the public elementary schools. As early as 1898 most of the senior schools had higher standards and in that year some of these schools were called "Higher Grade Schools." For the most part, the work was organized in accordance with the regulations of the Science and Art Department and grants were earned by these Schools under those regulations. As a result of the "Cockerton" judgment this connection was severed. To meet the difficulty the Board of Education constituted by minute "Higher Elementary Schools" but the Board of Education would not recognize the London higher grade departments under that minute because of the large number of them (79) and because the London School Board wanted these schools to be of a commercial type.

From 1906 onwards, the London County Council resumed consideration of the question, and decided, in 1910, after much study, to establish a system of schools which would collect the abler children from the senior tops of the elementary schools and organize them in one school.³⁵ It was because of this procedure that the name "Central Schools" came to be used in connection with them.

The Board of Education called attention to these schools in their *Report* for 1911-12 as follows:

"On 31st July 1912, the London Education Authority had established 31 Central Schools, containing 42 departments; of these departments, 15 are for boys, 13 for girls, and 14 for children of both sexes. The object of these Central Schools is to continue the general education of their pupils while giving them at the same time a definite bias towards some kind of industrial or commercial work. Boys and girls are prepared for permanent employment on leaving school, and the instruction is, therefore, to be such that children will be ready to go directly into business houses or

³⁵London County Council: *The London Education Service*, London: P. S. King and Son, Ltd., 1927, p. 57 ff.

workshops at the completion of the course without any special training. This object, however, is not to be interpreted so as to prevent the pupil proceeding by scholarship or otherwise to a place of higher education. The schools are to occupy a distinct position from the Secondary Schools and will frame their curricula with a view to a pupil leaving at an age between 15 and 16. Children are to be admitted between the ages of 11 and 12, partly on the results of the Examination on which Junior County Scholarships are awarded and partly on the nomination of the Head Teachers of their respective Elementary Schools. The course in the Central Schools is to be one of four years and a limited number of Bursaries (500) of a value of not more than 10*l.* per annum are to be given to scholars of the age of 14 whose parents would not otherwise be able to allow them to complete the course.

"Of the 42 departments established by 31 July, 1912, 19 have a commercial bias, 16 have an industrial bias, and 7 have a dual bias.

"(a) In the departments with a commercial bias, in addition to the ordinary subjects of the Public Elementary School curriculum, four hours a week are to be given to a modern language throughout the course. During the first two years of the course, two hours a week are to be devoted to laboratory work in experimental science; if it is thought desirable, this instruction may be continued during the third and fourth years. One session a week is to be devoted to handicraft for boys during the first and second years of the course, and to domestic economy for girls during the first three years of the course. During the third and fourth years 1½ hours a week are to be given to shorthand, and one hour to bookkeeping as optional subjects, while there is to be in some cases an optional class in typewriting conducted out of school hours.

"(b) In departments with an industrial bias, 10-12 hours a week are to be given to practical work, in the case of boys, and will consist of science (including mensuration), drawing, clay-modelling, wood and metal work and, in special circumstances, leather-work and printing or other approved subjects; in the case of girls it will consist of elementary science, domestic economy, drawing, practical needlework or other approved subjects.

"The maximum size for classes in the Central Schools will be 40 children, and the staff will have special qualifications.

"The Manchester Education Authority have instituted six District Central Schools, including 3 boys' departments, 2 girls' departments and 3 mixed departments. The scheme is similar in many respects to that adopted by the London Authority. The object is to give an improved general education to children until the end of the school year in which they reach the age of 15. They will be assisted, if necessary, to remain at school till this age by scholarships. Scholars are to be admitted on the results of an examination of a standard approved by the Education Committee. The school course will extend over four years, and will be specially adapted in the third and fourth years to meet the future needs of the scholars.

The schools will be arranged so as to provide an Industrial Section and a Commercial Section.

"In view of the fact that Central Schools of the type adopted by the London and Manchester Authorities have only been in existence a very short period, it will be premature to attempt any estimate of their educational value and importance. The Board sympathise with the objects which the Authorities have in view in initiating this experiment, and are watching its progress with interest."³⁶

A further discussion of these schools was given in the *Report for 1913-14*. It is a more critical discussion than the one reproduced above.

"In the report for 1911-12 reference was made to the establishment by the London County Council of a number of 'Central' Public Elementary Schools for children between the ages of 11½ to 15½ years. These schools were intended by the Authority to continue the general education of their pupils, while giving them at the same time a definite bias towards some kind of commercial or industrial work. The Board have been watching with interest the working of this experiment and have recently received from their Inspectors a report upon it, which they have communicated to the Authority.

"At the time when the report was written, there were 49 of the schools, 16 for boys, 14 for girls and 19 mixed schools with accommodation for 16,163 scholars. It is worth mention that in the opinion of the Inspectors, separate departments for boys and girls have been found to possess very definite advantages over mixed departments from the point of view of simplicity of organisation and general efficiency.

"Scholars are transferred with the consent of their parents from the ordinary Elementary Schools to Central Schools between 11 and 12 years of age. Selection is based mainly on the results of examination, but also on the recommendations of the Local Authority's Inspectors and the teachers. The method of selection is reported to be well-devised and 'speaking generally, to enroll a type of child sufficiently intelligent to profit by higher teaching and sufficiently in earnest to undertake the necessary homework.'

"The staffing of the schools is on a liberal scale. If the instructors in special subjects be included, the proportion is one assistant-teacher to every 26 children on the roll at the commencement of the school-year. Academically, the general mass of the teachers are well qualified, a fair proportion of them holding Degrees in Arts and Science, and are stated in the report to show considerable professional skill.

"As regards the instruction, the Inspectors 'have no doubt that in the ordinary elementary subjects which form the foundation of any sound general education, the standard of work in these Schools taken as a whole

³⁶Board of Education: *Report for the year 1911-1912*, p. 42.

is very considerably higher than that reached in the upper classes of an ordinary Public Elementary School.' This is in itself a result of great value.

"Besides the ordinary subjects, the syllabus also includes certain subjects dealing with the future work of the scholars. In 23 schools with a commercial bias, French, Shorthand, and—as an optional subject—Type-writing, are taught; in 17 schools with an industrial bias, a large amount of time is devoted to instruction in Science, Handicraft and practical work. Nine schools have a dual basis, *i.e.*, prepare both for commercial and industrial employment. The report indicates that in some of these additional subjects good work is being done. In French, for example, 'excellent progress is being made in general by the First and Second year pupils,' though the inspectors doubt the value of the so-called commercial French which figures in the syllabus of most of the schools. Similarly in some schools the better children are able to write in Shorthand at a speed varying between 60 and 100 words a minute, and to transcribe their work satisfactorily. In various schools with an industrial bias, some experiments of great interest have been made in the direction of combining Handicraft with Science: 'by this means practical effect is given to one, and certainly not the least important of the aims of a Central School—that of turning a boy into a good workman.'

"The main problems, which are at present engaging the attention of the Authority and the teachers, centre round the question of giving bias to the instruction. It is impossible, in many cases, to decide whether a child of 11½ years had better attend a school with a commercial or with an industrial bias. Apart from this difficulty of organisation, the experience of the Inspectors shows that the task of bringing the instruction into close and definite relation with the future employment of the scholars is far from easy. In some schools, much of practical instruction has to be given in premises at a distance from the school, and by instructors not on the school staff. Another difficulty mentioned by the Inspectors arises from the fact that 'the training of the teachers (on the regular staff) has in most cases been almost purely academic. A certain number of teachers are required with a rather more practical bent; with some actual knowledge, for example, of engineering, of the routine of an office, of cabinet making, of dressmaking or some other form of handicraft. In the few schools in which a member of the staff has by some fortunate chance obtained first-hand experience of this kind, the practical work seems to assume a reality and interest that are otherwise often lacking.'

"But though various difficulties have still to be solved, the Inspectors are convinced that 'the organisation of the Central School system is one of the most valuable and promising developments of recent years in the field of London Education. The Local Authority have recognised the fact that after selecting the pupils for their Secondary Schools, there still remain in the Elementary Schools a large number of children who can with ad-

vantage continue their education up to the age of 15½, though at present, economic considerations require that they shall begin to earn their living soon after that age.' Though the Schools have been established so short a time, there is evidence that the employers are appreciating the value of the training given in these schools, and are willing to pay scholars a higher commencing salary than they would otherwise have received. The Inspectors also notice as a most gratifying feature, that a very large proportion of the pupils from the schools with a commercial bias continued their commercial training in the Evening Institutes."³⁷

These descriptions and criticisms have been reproduced at length partly because of their completeness but also because they form practically the only information, in official reports, relating to these schools. They are recognized under the ordinary regulations for Public Elementary Schools and not under the chapter relating to Higher Elementary Schools. Some evidence of the success of the venture may be inferred from the fact that they were specifically mentioned in the *Education Act, 1918*.³⁸ Because of the fact that statistics for Central Schools are included in those for the ordinary Public Elementary Schools, it is impossible, from the reports, to trace the growth of this type of provision. Some evidence of the growth of senior departments in Public Elementary Schools will be given later but it should not be inferred that all of these senior departments are Central Schools. Evidence of the success of the Central Schools in London is given in the following:

"The London County Council in 1927 surveyed the working of the central schools. 'We wish to record our opinion,' reported the Education Committee, 'that the central schools of London form one of the most satisfactory and best conducted departments of the London educational system. They are an essential and very valuable type of school; and their undoubted success is a matter of congratulation to all concerned.'

"Statistics then before the Council showed that facilities for office instruction had increased much more rapidly in the central schools than had facilities for non-office occupations. The Education Committee considered that some action should be taken to redress the balance, especially as the industrial bias had in science, handwork and drawing, much to offer which was probably more desirable on general educational grounds than shorthand, typewriting and bookkeeping. The Committee also felt that it was

³⁷Board of Education: *Report for the year 1913-1914*, p. 60.

³⁸See Section 2 (1), page 32 above.

not right that all pupils entering a central school at eleven years of age should necessarily be compelled, if they complete their career in the school they enter, to be educated on pre-determined lines for commerce or industry.

"The Council, as the result of this survey, amended its regulations governing the organisation of the schools. The new regulations provided that:—

"The curricula of central schools should be so framed as to have a technical or commercial bias, or both.

"The bias of the curriculum of a central school should not be over-emphasised in the first two years of the course, and technical or office subjects should not be introduced before the third year of the course; but head teachers of central schools with a dual bias should be authorised to transfer pupils from one side of the school to the other in cases where such a procedure might be desirable.

"An experiment should be authorised in some of the larger central schools with a commercial bias to secure the introduction either of a definite technical bias or of a side definitely leading up to non-office occupations."³⁹

In 1927, the number of pupils enrolled in Central Schools in London was 23,300 in 69 Council Schools and 5 non-provided schools. The cost per pupil per year was £26 ls.⁴⁰ The number of pupils may be compared roughly with the accommodation for 16,163 children in 1913 as cited above.

As a result of the provisions of the *Education Act, 1918*, new grant regulations were issued by the Board of Education to be effective as from the 1st of April 1919. The most important change of the new regulations was the substitution of a single substantive grant for the many grants which had been provided previously. The grant was to be calculated in the following manner:

"The grant payable for a year will be based upon the average attendance, the produce of a rate, and the expenditure of that year, according to the following formula:

"Thirty-six shillings for each unit of average attendance in Public Elementary Schools maintained by the Authority (not including any

³⁹London County Council: *The Organisation of Education in London*. London: P. S. King and Sons, Ltd., 1927, p. 63.

⁴⁰*Ibid.*, Statistical Supplement, p. 2.

schools for blind, deaf, defective, and epileptic children), with the addition of the following amounts:

“(a) Three-fifths of the Authority’s expenditure on the salaries of teachers in those schools;

“(b) One-half of the net expenditure on special services; and

“(c) One-fifth of the remaining net expenditure on Elementary Education; less the produce of a sevenpenny rate upon assessable value in the area.

“*Minimum limit*: The grant shall not be less than one-half of the net expenditure, and if the grant calculated under the formula would fall short of this minimum limit, it shall be increased accordingly.”⁴¹

One condition of the grant was that the Board of Education must be satisfied that provision made in the area as a whole must be such as to secure the progress of the older or more intelligent scholars by means of Central Schools or otherwise.⁴²

The Board of Education issued a circular (1265) in which were set forth the conditions under which they would be prepared, until the 31st of March 1925, to recognize for grant expenditure incurred by Local Education Authorities upon the award of maintenance allowances to children attending Public Elementary Schools. These conditions are as follows:

“The pupils may be over 14 years of age at the beginning of the term in which they receive allowances (that is to say, they must be over the age of compulsory attendance at school). They must be in need of assistance to enable them to continue in attendance at school, and satisfactory arrangements must be made by the Authority for ensuring that this condition is fulfilled. The school must provide a course or courses of advanced and progressive instruction suitable for children over 14 years of age, and must be properly organised for that purpose. The parents of the children who receive maintenance allowances must have undertaken that they shall remain at school till the end of any school year upon which they may enter during the school course, subject to any necessary consents on the part of the Board. Lastly, the continuance of the maintenance allowance must be subject to the regular attendance, good conduct and progress of the pupil.

“In so far as the allowances are made in accordance with these conditions, the Board undertake to recognise expenditure upon them until 31 March 1925, up to an annual amount not exceeding that actually incurred

⁴¹Board of Education: *Education Act, 1918, Grant Regulations No. 1*, p. 1.

⁴²Board of Education: *Elementary Education Provisional Code, 1919*, p. 14.

by the Authority in respect of the financial year 1921-22 upon the award of maintenance allowances to children attending Public Elementary Schools.”⁴³

The Board of Education in the computation for the substantive grant would pay 20 per cent of the maintenance grants thus provided for. This was changed, as announced in Circular 1340 of the 4th of September, 1924, so that the Board allowed money thus spent to be taken into account at the rate of 50 per cent up to an amount not exceeding 1s. per unit of average attendance in the Public Elementary Schools in the area. At about the same time restrictions on the amount of expenditure (which had been imposed shortly after the termination of the War as an economy measure) were withdrawn.⁴⁴

In the same year, “In answer to questions in the House of Commons in February, 1924 (copies of which were circulated at the time to all Local Authorities), Mr. Trevelyan (then President of the Board) expressed his willingness to consider on their merits proposals for providing advanced courses in Elementary Schools, whether by means of Central Schools or otherwise, and he added that he had asked the Board’s Consultative Committee to advise him upon the organisation, objective and curriculum of courses of study suitable for children who will remain in full-time attendance at schools other than Secondary Schools up to the age of 15-plus. He stated further that he was prepared to consider proposals to make bye-laws under Section 46 of the Education Act of 1921 raising the age of compulsory school attendance to fifteen in the area of any Authority who could see their way to make satisfactory arrangements for the education of their children.”⁴⁵

The Consultative Committee, referred to in the paragraph above, presented its report to the Board of Education in 1926. The *Report* entitled *The Education of the Adolescent* (frequently called the “Hadow Report” in honor of the Chairman of the Consultative Committee at the time they considered this

⁴³Board of Education: *Report for the year 1921-22*, p. 23.

⁴⁴Board of Education: *Report for the year 1923-24*, p. 52.

⁴⁵*Ibid.*, p. 51.

reference) is an extremely interesting and comprehensive study of the question of post-primary education. Using the usual method of such committees, evidence was taken from witnesses, reports were made by various individuals and groups, statistical returns were considered and investigations were conducted by the Committee.

It is unnecessary in this study, to consider the details of the *Report* since it is readily available. The first three chapters, especially, dealing with the historical development of post-primary education, the present situation and the direction of future development, should be read by anyone desiring a more complete understanding of the field of post-primary education in England. The ways in which various Local Authorities are attempting to provide for this level of education are described in some detail.

The principal recommendations of the Committee are reproduced, in part, in order to give the essence of the advice thus given to the Board of Education to guide future development. The terms of the Reference to the Committee specifically excluded the discussion of education in Secondary Schools.

"1. The problem of providing full-time post-primary education for children between 11 and 15 years of age, who are not proceeding to 'secondary' schools in the narrower sense of the word, is neither new nor confined to England and Wales. It has made itself felt in this country since the beginnings of public elementary education, and has produced a variety of experiments of which the central schools are the latest example;

"2. The experience already gained as a result of the work done in central schools, junior technical schools, and the senior classes of elementary schools justifies the conclusion that, both on educational and on social grounds, it is of urgent importance to ensure that, with due allowance for the varying requirements of different pupils, some form of post-primary education should be made available for all normal children between the ages of 11 and 14, and, as soon as possible, 11 and 15. Progress must necessarily be tentative and experimental, but the objective—a universal system of post-primary education—should be held in view, and the measures necessary to attain it should go steadily forward.

"3. Primary education should be regarded as ending at about the age of 11+. A second stage should then begin, and this stage, which for many pupils would end at 16+, for some at 18 or 19, but for the

majority at 14+ or 15+, should as far as possible be regarded as a single whole, within which there will be a variety of types of education, but which will generally be controlled by the common aim of providing for the needs of children who are entering and passing through the stage of adolescence.

"4. All normal children should go forward to some form of post-primary education. It is desirable, having regard to the country as a whole, that many more children should pass to 'secondary' schools, in the current sense of the term. But it is necessary that the post-primary stage of education should also include other types of post-primary schools, in which the curricula will vary according to the age up to which the majority of pupils remain at school, and the different interests and abilities of the children.

"In selective post-primary schools the course should be designed to cover the period from the age of 11+ to that of 15+. In non-selective post-primary schools, so long as the leaving age is 14+ the course should be framed to cover the period from the age of 11+ to that of 14+, but provision should be made for the needs of pupils who remain at school to the age of 15+.

"5. The schools which deal with the post-primary stage of education should include (in addition to Junior Technical and 'Trade' Schools) the following types:—

"(i) Schools of the 'secondary' types now commonly existing, which at present follow in the main a predominantly literary or scientific curriculum, and carry the education of their pupils forward to the age of at least 16+.

"(ii) Schools of the type of the existing selective Central Schools, which give at least a four years' course from the age of 11+, with a 'realistic' or practical trend in the last two years.

"(iii) Schools of the type of the existing non-selective Central Schools, which may either be the only Central Schools in their area, or may exist side by side with selective Central Schools and cater for those children who do not secure admission to such schools.

"(iv) Senior classes, Central Departments, 'Higher Tops' and analagous arrangements, by which provision is made for the instruction of pupils over the age of 11+ for whom, owing to local conditions, it is impossible to make provision in one or other of the types of school mentioned above.

"6. A humane or liberal education is not one given through books alone, but one which brings children into contact with the larger interests of mankind. It should be the aim of schools belonging to the last three types to provide such an education by means of a curriculum containing large opportunities for practical work, and closely related to living interests. In the earlier years the curriculum in these schools should have much in common with that provided in the schools at present commonly known as

'secondary'; it should include a foreign language, but permission should be given to omit the language in special circumstances; and only in the last two years should a 'practical' bias be given to the courses of instruction provided.

"7. At the age of 11+ pupils from primary schools should normally be transferred to a different school, or, failing that, to a different type of education from that given to pupils under the age of 11+; but provision should be made in exceptional cases for the transfer of children at a later age, provided that the course which they pursue after such transference lasts sufficiently long to be of value to them."⁴⁶

The recommendations of the Committee were not new but they did serve a useful purpose in arousing popular interest in the subject of post-primary education. As was shown in the Introductory Chapter of this study, the Royal Commission on Secondary Education very definitely considered the "Higher Grade Elementary Schools" as forming an important part of secondary education as that term was broadly interpreted by them. More recently the Board of Education had expressed similar ideas in Circular 1350, issued in January 1925, dealing with questions of reorganization of the elementary schools into Junior and Senior Departments with transfer normally at the age of 11. Advanced instruction in the Senior Departments was a necessary result of such reorganization. The status of the provision of such advanced instruction was reported in 1924-25 as follows:

"The organisation of 'Courses of advanced instruction for the older or more intelligent children,' required by Section 20 of the Education Act, 1921, also proceeded steadily. Figures collected by the Board in response to questions sent out to all Authorities in England in April, 1925, showed that 142 out of 288 Authorities had organised such courses, providing instruction for about 98,400 children working in 551 Departments. No attempt has been made by the Board to suggest, still less to prescribe, the lines upon which courses of advanced instruction should be organised, and Local Education Authorities have been free to develop the methods which they consider most suited to their local circumstances and needs. Many Authorities have Central Schools or Classes to which children, usually at about eleven years of age, are recruited from neighbouring schools; three-quarters of the 551 departments giving advanced instruction are of this type. Other Authorities develop the instruction in the top classes of a

⁴⁶Board of Education: *Report of the Consultative Committee on The Education of the Adolescent*, 1926, p. 172 f.

school into a special course catering for the one school only. In either case admission to the course is obtained in various ways, usually by competitive or qualifying examination, on the attainment of a certain age or standard, or by a combination of these conditions. Nearly all the courses are planned to provide for pupils who remain at school after the statutory leaving age."⁴⁷

The Board announced in the *Report* for 1926-27 that they were prepared to recognize for grant reasonable expenditures for maintenance allowances for pupils over 14 and in need of assistance. It was necessary for such recognition that suitable advanced instruction for pupils over the age of 14 be provided and that the parents of pupils receiving maintenance grants should undertake to keep them in school to the end of the school year upon which they had entered.⁴⁸ It was also stated that during the years 1924-27, only about 30 Authorities annually had given maintenance allowances, and in fully half the areas the expenditure had been less than £100 a year. The total amount for 1927 was £36,355. The number of individual awards current the 31st of March 1926 was about 2800. During the year 1927 the Board sanctioned bye-laws requiring children to attend school until the age of 15 in two English Authorities, Plymouth and Cornwall. These with East Suffolk, for which the bye-laws had been previously sanctioned, formed the only English authorities where compulsory attendance was required till 15.⁴⁹

"On 24th March, 1927, the President, in the House of Commons, made an important statement (which was subsequently circulated to local authorities) as to the main considerations which the Board felt obliged to bear in mind in examining the proposals included in authorities' programmes. These considerations were three—the development of post-primary education, the reduction in size of large classes, and the improvement or replacement of elementary schools included in the 'Black Lists.'

"As regards the first of these considerations, it is obviously impossible to make any exact statistical estimate of the extent of the progress effected owing to the wide variations in the significance attached to the term 'advanced instruction' and the variety of institutions in which such instruction is provided. But some measure of the real progress which has been made

⁴⁷Board of Education: *Report for the year 1924-25*, p. 83.

⁴⁸Board of Education: *Report for the year 1926-27*, p. 15.

⁴⁹*Ibid.*, p. 14.

is to be found in the fact that during the period under review the number of senior departments of elementary schools providing organised courses of instruction for children over 11 has increased from 598 to 652, and the number of children attending them from 155,469 to 168,536; and the number of reorganisations of the children was 550, as compared with 250 in 1925-26. We are also able to record a very satisfactory increase and improvement in the facilities for practical instruction both for boys and girls.”⁵⁰

The number of classes above 50, for pupils above 11, had declined from 1978 to 1370, and those from 40 to 50 from 8,115 to 7,769. About 700 schools on the “black list” had actually been removed from the list or plans for that purpose approved by the Board. About 35% of the schools on the list had been dealt with.⁵¹

The *Report* of the Consultative Committee, *The Education of the Adolescent*, was referred to in the *Report* for 1926-27. While the essence of the comment was that of agreement with the recommendations of the Committee, some of which were quoted, attention was called to the fact, that, “While this principle of a break at 11 is now very generally accepted in so far as it affects the age at which abler pupils are transferred to secondary schools and to selective central schools, it has not been so generally recognised that the provision of an adequate supply of such schools does not in itself solve the problem, but, on the contrary, leaves the majority of the older pupils still unprovided for. The ordinary and the so-called ‘stupid’ pupils need a fresh start just as much as the abler pupils and the adequate provision for their needs probably represents not only the largest but the most difficult aspect of the problems to be solved before the principle laid down by the Consultative Committee can be put into general effect.”⁵² This indicates that the Board of Education did not wish that the average boy or girl should be left uncared for in all the enthusiasm of making better provision for the selected pupils.

In January, 1928, the Board issued Circular 1395 to local education authorities. This Circular was issued in reply to a

⁵⁰*Ibid.*, p. 3.

⁵¹*Ibid.*, p. 3.

⁵²*Ibid.*, p. 11.

deputation from the Association of Education Committees, who had urged that, in accordance with the recommendation of the Consultative Committee on The Education of the Adolescent, the age of compulsory attendance at school be raised to 15 in 1933. It was pointed out that such action would amount to forcing parents to keep their children in school a year longer irrespective of whether adequate provision for proper education was made. As far as the Board could judge, not more than 10 per cent, of the age group from 11-14 plus were in departments limited to children over 11. Because of the abnormally high birth rate in the years immediately following the war⁵³ the provision would have to be made in 1934 for 600,000 more senior children than were in school in 1927. It was suggested that only where schools, departments or classes had been organized as was suggested by the Consultative Committee should children be compelled to go to school to the age of 15. If the reorganization of senior departments could continue so that proper education should be provided for the age group 11 to 14 plus by 1933, this provision would be adequate for the age group 11 to 15 plus by 1938.⁵⁴

A further communication (Circular 1397) was issued in May, 1928. "In it the Board stated that the study of the recommendations of the Consultative Committee on the Education of the Adolescent in the light of the report of the Government Actuary tended to confirm the soundness of the main lines of development which authorities had already laid down for themselves in their current three-year programmes."⁵⁵

⁵³The number of births for the years 1917 to 1922 were:—1917—668,346; 1918—662,661; 1919—692,438; 1920—957,782; 1921—849,045; 1922—780,187 (Provisional). See Board of Education: *Memorandum on the Board of Education Estimates 1923-24*, p. 10.

⁵⁴Board of Education: *Education in 1928* (first report covering calendar year only), p. 5.

⁵⁵The three year programme plan was inaugurated in January, 1925, when the President of the Board met representatives of the Local Education Authorities and asked them to prepare programmes covering a definite period of at least three years, beginning 1st April, 1927. This was done "to secure that educational development should follow a well-considered plan having regard, on the one hand, to the needs of each area, and, on the other, to the funds available from local and national sources to meet those needs." Board of Education: *Education in England and Wales, 1924-25*, p. 1.

"These main lines of development were defined as follows:

"(a) A reorganisation of the schools designed to secure for all pupils a break at 11+, and a fresh start at that age on a definitely new stage in education;

"(b) The reduction of all classes for senior pupils to a maximum of 40 on the roll;

"(c) The reduction of all classes for juniors and infants to a maximum of 50 on the roll;

"(d) The replacement, reconstruction or repair of all defective school premises on the 'black list.'

"It was emphasised that the elimination of large classes and the treatment of the 'black list' schools could not in fact be separated from the establishment of the break at 11, and that it would be in the highest degree uneconomical and short-sighted to attempt to deal with these three questions otherwise than as parts of a single problem. It was to the solution of this problem that the programmes which authorities would be asked to prepare for the years 1930-33 would have to be devoted. Meanwhile it was apparent that the prospects of meeting the situation which must arise in 1933 would depend upon the amount of work included in the current programmes which could be put through in the next two years. It was again emphasised that the number of older children, who under the existing law would be in attendance in 1933, might exceed by as much as 185,000, the number on the 31st March, 1927, and that in addition provision had to be made to meet the growing tendency toward a longer voluntary school life."⁵⁶

In the pamphlet (*The New Prospect in Education*⁵⁷), which was issued with the Circular just discussed, the *Report* of the Consultative Committee on the Education of the Adolescent was reviewed briefly in the light of general plans for beginning to put the recommendations into effect. Various types of organizations were discussed and rather detailed descriptions were given of five areas in which considerable reorganization had taken place. These five areas include: (1) two industrial county boroughs, (2) A county borough in a colliery district, (3) an industrial urban district and a rural county.

Something of the reaction resulting from the appearance of the *Education of the Adolescent* may be judged from the following extract from the *Report* for 1928. The quickness

⁵⁶Board of Education: *Education in 1928*, p. 7.

⁵⁷Board of Education: *The New Prospect in Education* (Educational Pamphlets, No. 60), 1928, 54 p.

of the response indicates that the ground had been prepared at least to some extent.

"The principles underlying the recommendations of the Consultative Committee are now very generally accepted as sound, and, while probably in hardly any area is reorganisation as yet absolutely complete, in almost every area some plans for the commencement of reorganisation are at any rate being definitely formulated. As is shown by the examples given in the 'New Prospect in Education,' voluntary⁵⁸ as well as council schools are being reorganised.

"As a rule these reorganisations are directed to secure a better distribution of children between a group of schools belonging to the same denomination; but in certain cases, where the provision of separate voluntary Senior Schools was not practicable for one reason or another, the managers have co-operated to secure a redistribution of children between council and voluntary schools. The numbers of children available are not generally sufficient to justify the provision of voluntary Central Schools, but one or two such schools are being established."⁵⁹

A change in policy in regard to the school leaving age is evident from the fact that in the *Report* for 1929 it is stated,

"In July, 1929, the Board were able to announce to local education authorities the intention of the Government to introduce legislation to raise the school leaving age to fifteen as from April, 1931. To facilitate the provision of the necessary new accommodation, the Board decided to increase from 20 per cent to 50 per cent the grant in respect to capital expenditure on elementary schools, 'to which authorities should become contractually committed between the 1st September, 1929, and the 31st August, 1932, so long as it should represent an effective contribution to an approved

⁵⁸The following extract from the preceding *Report* emphasizes this further: "In view of the large extent to which elementary school accommodation is provided by voluntary schools, and, in particular, by schools connected with the Church of England, it is evident that the solution of the problems involved will be greatly influenced by the readiness and ability of school managers to co-operate, and the Consultative Committee expressed the earnest hope that the voluntary societies and managers of non-provided schools would aid to the best of their power the development of post-primary schools. It is satisfactory to find that there is increasing evidence of such readiness to co-operate, and the National Society in their last Annual Report emphasised that 'The Diocesan Authorities and the Managers should take a wide view of probable developments in the national system of education in the course of the next few years. There is apparently no secure future for "all-standard" schools, i.e., schools which are designed to take scholars of all ages from 7 to 14 or 15; and particularly is this the case for "all-standard" schools of comparatively small numbers. The grading of schools as "junior" and "senior" is inevitable and Diocesan Authorities and School Managers should keep this consideration constantly in minds.'" Board of Education: *Education in England and Wales 1926-27*, p. 12.

⁵⁹Board of Education: *Education in 1928*, p. 11.

scheme of reorganisation and development. It was already clear before the end of the year that this was enabling the local education authorities to accelerate their building programmes."⁶⁰

A Bill, embodying the Government's proposal to raise the age of compulsory attendance to 15 and containing provision for maintenance allowances for the children affected by the raising of the age limit, was introduced in Parliament on the 17th of December, 1929.⁶¹

Thus at the close of the period under review in this study, great interest is evident in the reorganization of the public elementary schools in order to provide more adequately for the age group from 11 plus to 15 plus. The Bill to raise the age limit for compulsory attendance to 15 was introduced and difficulties in connection with adapting the curriculum and making provision for the four years of post-primary education thus contemplated, were pointed out. Thus far in this Chapter the relation of the Board of Education to the provision for such education in the ordinary public elementary schools has been traced. There remains the discussion of the Higher Elementary Schools which complete the provision for post-primary education carried out under the *Code of Regulations for Public Elementary Schools*.

HIGHER ELEMENTARY SCHOOLS

Higher Elementary Schools were first recognized by the Board of Education in a Minute dated the 6th of April, 1900. The Regulations there set forth were designed to make provision to give elementary instruction of a more advanced kind than was possible under the *Code* and the curriculum was to include in the higher classes the work of the elementary courses prescribed for Schools of Science.⁶²

⁶⁰Board of Education: *Education in 1929*, p. 1.

⁶¹*Ibid.*, p. 6. This bill was withdrawn May 12, 1930. A second Bill, designed to raise the age limit and provide aid to Voluntary schools, was introduced May 22, 1930, and withdrawn June 30, 1930. A third Bill to raise the age limit and provide maintenance allowances was published October 31, 1930. This Bill was rejected by the House of Lords, February 18, 1931. For a more complete discussion of these Bills see the *London Times Educational Supplement*, February 21, 1931, p. 71.

⁶²Board of Education: *Report for the year 1899-1900*, p. 11.

These regulations were necessary to legalize the support of schools affected by the "Cockerton" judgment.⁶³ The object of the schools, recognized under the regulations, was "to qualify the children taught in them to enter any of those callings in which scientific methods have to be employed. With this intention the course of instruction, though not exclusively scientific, has been given a science basis, and all the scholars are trained to make accurate measurements and to perform and record simple experiments. One foreign language and elementary Mathematics are included in the curriculum, whilst careful attention is given to Drawing."⁶⁴

The regulations for Higher Elementary Schools were given in a separate chapter in the *Code*. Certain special conditions were imposed upon public elementary schools to be recognized as Higher Elementary Schools and when these conditions were satisfied, special grants were given. The school was to give a four years' course, approved by the Board, to children ten years of age or over, who had, as a rule, been instructed for at least two years at a public elementary school and were approved by the inspector as qualified to profit by the instruction offered in the Higher Elementary School. Attendances of pupils over fifteen could not be counted for purposes of grant and pupils could not stay in the school beyond the end of the school year in which they became fifteen except scholars in schools at the time of the conversion to a Higher Elementary School might remain with the approval of the Board of Education. The number of pupils was to be restricted to 350, as a rule. The school had to be necessary with regards to the circumstances of the locality. The premises had to be especially equipped for practical instruction and recognized as suitable for such a school by the Board. The teachers had to meet certain qualifications and classes were to be confined to 35, as a rule, and could not exceed 40. The curriculum and time-table had to be submitted and approved by the Board, and had to show that a

⁶³Board of Education: *Report of the Consultative Committee on The Education of the Adolescent*, 1926, p. 26.

⁶⁴Board of Education: *Report for the year 1902*, p. 41.

sufficiency of science and instruction, both practical and theoretical, was provided for in each year. In addition to the "Fee Grant" (described in footnote 10, page 41 above), the grants for the Higher Elementary Schools were as follows:

TABLE III
GRANTS PER UNIT OF AVERAGE ATTENDANCE IN
HIGHER ELEMENTARY SCHOOLS, 1903

	Higher Scale	Lower Scale
	s.	s.
1st year	35	31
2nd year	47	43
3rd year	65	55
4th year	90	73

The Board was to decide which, if either, of these scales should be paid, in the case of each year's course, after considering (1) the suitability of the instruction to the circumstances of the scholars and the neighborhood, (2) the thoroughness and intelligence with which the instruction was given, (3) the sufficiency and suitability of the staff, and (4) the discipline and organization.⁶⁵

The recognition of this special type of school was not followed by any great growth as will be seen from the table at the end of this section. It was clear, however, that there were many children, particularly boys, who could not afford the time for a Secondary School course, but who, at the age of twelve, were ready for more advanced instruction than the elementary school could give and for some practical teaching on the lines of the occupation they were intending to follow. The causes, ascribed by the Board, which had restricted the growth of the Higher Elementary Schools were the high cost of building, equipment and maintenance which were required under the regulations and the predominantly scientific nature of the curriculum demanded. This was not especially well adapted to suit the future work of those who were destined

⁶⁵Board of Education: *Provisional Code of Regulations for Public Elementary Schools and Training Colleges, 1903*, Chapter V.

to take up clerical occupations or domestic duties. The Board also felt that the efforts made by some of the former School Boards, before their duties were transferred to the Local Education Authorities under the *Act* of 1902, to extend their activities into the region of secondary education and to place departments doing secondary work at the top of an elementary school, tended to retard the development of Higher Elementary Schools and lower the standard of secondary school teaching. In order to meet these difficulties a new type of Higher Elementary School was set up in the *Code* for 1905.⁶⁶ A discussion of the field of the Higher Elementary Schools and the changes in the *Code* to meet new needs was given in the Prefatory Memorandum. It is reproduced, in part, below.

"The development, under other Regulations of the Board, of properly organised Secondary Schools with a complete Curriculum has made it both possible and necessary now to reconsider the educational needs of those scholars who cannot afford the extended period of study which would enable them to profit by admission to a Secondary School, but who can with advantage receive some education more than that which is given in an ordinary Public Elementary School, and differing somewhat in kind.

"Scholars in an Elementary School should not be transferred to a Secondary School unless there is a prospect that they will be able to complete the course, that is to say unless they can remain at school until the age of sixteen years and preferably till later. Many scholars however who cannot remain at school so long as this may be expected to defer seeking employment until they reach the age of fifteen years, more especially in those districts where there is a steady demand in skilled occupations for the services of young people. For scholars of this class, special educational provision is necessary so long as the ordinary Elementary School is attended by very many scholars who will leave the school at thirteen years of age or even earlier, and who thus lower very seriously the general standard of work that can profitably be attempted by any of the higher classes of the school.

"The scholars in question may be assumed to go into employment of some sort at the age of fifteen or shortly after: and this assumption must largely determine the arrangements for their education. Their educational needs cannot be met in a Secondary School without a radical departure from the aim and purpose of such a school. The Secondary School 'offers to each of its scholars up to and beyond the age of sixteen, a general edu-

⁶⁶Board of Education: *Report for the year 1904-1905*, p. 26 f.

cation, physical, mental and moral, given through a complete graded course of instruction of wider scope and more advanced degree than that given in Elementary Schools.' But the scholar who must, at the age of fifteen, begin an industrial employment or enter the lower ranks of business needs a course of instruction different from that of the Secondary School, and yet one which is higher in standard and somewhat more special in aim than that given in the ordinary Public Elementary School. While he should develop more fully his study of some of the fundamental subjects of the Elementary School Curriculum, he should also give time to the study of other subjects which he can apply to his own practical needs. For these reasons the term Higher Elementary School is convenient as a descriptive title for this particular school.

"Though the course of a Higher Elementary School is analogous to that of an Elementary School in being different in intention from that which is given in a Secondary School, it is differentiated from the former by the greater prominence given to the immediate usefulness of the training provided for the scholars and of the knowledge acquired by them. At the same time the intelligent, as distinct from the mechanical, application of what the scholars have learnt cannot be developed if the more general aims of the Elementary School, are put aside too soon or too completely; it follows that the definitely special instruction which is to be the note of the Higher Elementary School must not begin at too early an age, must not be devoted exclusively to the cultivation of a dexterity in the daily routine of a special employment (though it may well be related to the requirements of a particular industry or group of industries), and must not displace the more general side of Elementary Education.

"The instruction given will thus be of two kinds, a development of the work of the Elementary School, and an introduction of work of a special or practical character, and it would seem undesirable to remove the scholar from the general teaching of the Elementary School to the more specialised teaching of the Higher Elementary School before the age of twelve years. Nor would it be necessary, except in very special cases, that the course should be of longer duration than three years. The new regulations for the Higher Elementary Schools, therefore, provide that in the future the age of admission to a school of this type should be twelve years, while the course of instruction in such schools should last three years instead of four as hitherto. Where for any special reason a scholar finds towards the close of his three years that he will be able to remain at school for another year, the Board will, if he is specially approved by the Inspector as qualified to profit by further education in a Higher Elementary School, approve his retention for a fourth year, provided that an adequate fourth year course is arranged in the school, and the proposal is consistent with Section 22 (2) of the Education Act, 1902. [See p. 28].

"The special problem of difficulty in the course of the Higher Elementary School will be the determination of the nature and amount of

that special instruction which marks it off from the upper part of an ordinary Public Elementary School. Under the Code of 1904, as under the former regulations for Higher Elementary Schools, the curriculum of a Higher Elementary School was required to be a specially and indeed predominantly scientific type. The reasons why this special character was imposed on these schools must be sought in the circumstances of the time in which they were established. These circumstances no longer exist, and it has now become possible as well as desirable to develop a system of Higher Elementary Schools of various types. The nature of the curriculum of the Higher Elementary School under the former regulations entailed a somewhat elaborate building and equipment, and a teaching staff necessarily more expensive than was required in schools where laboratory work is less prominent a feature, and the grants made for the Higher Elementary Schools hitherto recognised were determined in consideration of the great cost of maintaining them on those lines. The curriculum of such a school as it is now desired to encourage will be, on the whole, less specialised than that hitherto imposed on Higher Elementary Schools, and in so far as it is of a special character will, it is hoped, require neither buildings, equipment, nor teaching staff on the expensive scale rendered inevitable by the old regulations. Thus the grant, which is reduced as compared with that hitherto provided, will probably bear much the same proportion as before, to the requisite scale of expenditure.”⁶⁷

The scale of grants for the new type of school thus described were to be in addition to the “Fee Grant” and the “Aid Grant” (described above, footnote 10 and 11, p. 41), in the first year 30s. for each unit of average attendance, 45s. in the second year and 60s. in the third and fourth (when approved) year.⁶⁸ Special permission was given to schools then meeting the conditions of the old regulations to continue until June 30th, 1910, and they would receive grants at the old rates as long as those conditions were fulfilled.⁶⁹

The Board of Education, in July 1905, asked the Consultative Committee to advise them “as to the principles which . . . seem of most importance in determining the character of the curriculum which would be best adapted to meet the needs

⁶⁷Board of Education: *Code of Regulations for Public Elementary Schools*, 1905, p. ii f.

⁶⁸Board of Education: *Code of Regulations for Public Elementary Schools*, 1906, Article 42 (i).

⁶⁹Board of Education: *Code of Regulations for Public Elementary Schools*, 1905, p. 30.

of the various possible kinds of Higher Elementary Schools.”⁷⁰ The Report of the Committee was published in May 1906. The general conclusion was that “the thing needed is not only knowledge but the right attitude of mind, a mind confident of its own power to observe and think and in the habit of observing and thinking—a mind in which interest makes for intelligence and intelligence for interest.”⁷¹ The Committee thought that the main lines of procedure to accomplish this should be as follows:

“Such a school [Higher Elementary School] should continue the general education that a child has already received in the ordinary elementary school: the course in the Higher Elementary School should develop in an unbroken progress the work already done. It should strengthen the foundations of primary education already laid, and upon those foundations attempt to build as good a ‘general education’ as the conditions of the case allow. Whatever else the Higher Elementary School may do for the children who attend it, it must attempt to do this first. The first necessity is to secure for each child as much ‘humanity,’ as much accurate knowledge of general elementary fact, and as much mental power and manual aptitude as can be expected from a short course of instruction extending over three years at a comparatively early age, always recollecting that the course is the immediate preliminary to livelihood, and must accordingly receive a bent towards the special needs of the life which the child will at once enter. The course should consist of three threads or strands, roughly to be termed humanistic, scientific, and manual, and in the case of girls, domestic; and all Higher Elementary Schools should give this three-fold instruction. It is obvious, of course in the circumstances, that the range of subjects must be strictly limited; a few subjects taught as well and suggestively as possible rather than a larger number treated superficially, and all as far as possible taught in relation to each other.”⁷²

The Board announced in the *Report* for 1906-07 that during 1908 they were going to initiate a series of full inspections⁷³ of Higher Elementary Schools to determine the extent to which the education in those schools was meeting the recommendations cited above. The full inspections of the Higher

⁷⁰Board of Education: *Report for the year 1905-1906*, p. 18.

⁷¹*Ibid.*, p. 19.

⁷²*Ibid.*, p. 19.

⁷³Full inspections were organized first in connection with the inspection of Secondary Schools. They will be discussed in detail in the next chapter.

Elementary Schools were completed in 1909-10 and it was possible for the Board

“to estimate the extent to which these schools are meeting the needs of the class of scholars for whom they are supposed to provide, and to give some indication of the character of the work done. A few Higher Elementary Schools have admirably fulfilled the purposes described in Article 38 (d) of the Code, and have not only developed the education given in the ordinary Public Elementary Schools, but have also provided special instruction specially suited to the industrial circumstances of the districts they serve. These schools have clearly been organised for a definite educational purpose, distinguishing them on the one hand from the upper-Standard section of an ordinary Public Elementary School, and, on the other, from a Secondary School of the lower grade. But it can hardly be said that the majority of Higher Elementary Schools are in any special degree fulfilling what the Board conceive to be the true function of a school of this type. The control which can be exercised over admission, the standard of accommodation and equipment required, and the limitation of the size of classes, and other conditions which need not be enumerated, are specially favourable to the attainment and maintenance of a high standard of efficiency, but in some cases the standard of the work done indicated that for various reasons it had not been possible to take full advantage of the conditions. In other cases no definite attempt appeared to have been made to give to the curriculum a bias appropriate to the circumstances and probable future occupation of the scholars, while in a few cases, indeed, the school work in character and standard showed little, if any, advance upon that done in many ordinary Public Elementary Schools. In these cases the Board found it necessary to remind the authorities concerned that, unless substantial improvement was effected, continued recognition as a Higher Elementary School could not be regarded as assured.

“The reports on the Full Inspections indicate some of the causes which have hitherto impeded the success of many of the schools. The attendance, for various reasons, has often fallen short of what was expected when the school was proposed for recognition, and it has not been possible to maintain as high a standard for admission as would have been desirable. On the other hand, the three year’s course of instruction, for which every Higher Elementary School must be organised, has often been a reality for a small proportion only of those admitted to the school, while, as regards certain of them, those scholars who attended for three years, or with the special permission of the Board for a fourth year, did so in order to complete a course of study more appropriate to a Secondary than a Higher Elementary School.”⁷⁴

⁷⁴Board of Education: *Report for the year 1909-1910*, p. 63 f.

The following table shows the distribution of pupils by ages in the Higher Elementary Schools. The extent to which the schools are able to hold the pupils to the end of the course of three years is clearly shown.

TABLE IV
PUPILS ENROLLED IN HIGHER ELEMENTARY SCHOOLS BY AGES ⁷⁵

YEAR	Number of Scholars on Registers on last day of School Years, aged						
	10 years	11 years	12 years	13 years	14 years	15 years	16 years and over
1905-6	123	1,340	2,468	2,585	1,380	499	58
1906-7	24	581	3,122	3,559	1,807	557	133
1907-8	5	95	1,306	4,062	2,252	841	157
1908-9	...	34	1,165	4,441	2,810	1,015	255
1909-10	16	67	1,373	4,836	3,232	1,102	281
1910-11	...	11	901	3,727	2,333	935	144

After making the extensive survey of the work of the Higher Elementary Schools, by means of the full inspections, and drawing the conclusions and suggestions above cited, the Board of Education reported nothing further of interest in regard to these schools. From 1905 to 1917 no important changes were incorporated in the *Code* in relation to such schools. The Board of Education withdrew the Regulations for Higher Elementary Schools after the operation of Section 2 (1) (a) of the *Education Act, 1918* (see p. 32) made it a duty of local education authorities to provide the type of education which had been supplied to some pupils under the regulations for Higher Elementary Schools. This section of the *Act* came into operation August 1st, 1918.⁷⁶

The following table, made up from annual and statistical reports of the Board of Education for the period included,

⁷⁵Board of Education: *Report for the year 1910-1911*, p. 100.

⁷⁶Board of Education: *Report for the year 1918-1919*, p. 98.

shows the growth of the number and enrolment in Higher Elementary Schools. Some of these schools were converted from ordinary public elementary schools, others from secondary schools. Many of the schools, at one time counted on this list, were later converted to secondary schools or ordinary elementary schools.⁷⁷

TABLE V
PUPILS IN HIGHER ELEMENTARY SCHOOLS AND THE NUMBER OF SCHOOLS RECOGNIZED, IN ENGLAND

YEAR	NUMBER OF SCHOOLS		NUMBER OF PUPILS						
	Old Type	New Type	Old Type School			New Type School			Total
			Boys	Girls	Total	Boys	Girls	Total	
1903-4	25								7,023
1904-5	25								7,274
1905-6	24	4	4,131	2,154	6,285	483	129	612	6,897
1906-7	23	12	3,912	1,954	5,866	1,594	1,121	2,715	9,581
1907-8	19	16	2,780	1,712	4,492	1,955	1,223	3,178	7,670
1908-9	15	25	2,665	1,341	4,006	2,959	1,782	4,741	8,747
1909-10	1	44	83	89	172	6,003	3,350	9,353	9,525
1910-11		38				4,003	3,122	7,125	7,125
1911-12		41				4,199	3,507	7,706	7,706
1912-13		41							8,023
1913-14		36							7,539
1914-15		35							8,184
1915-16		33							7,943
1916-17		31							7,874
1917-18		30							7,874
1918-19		30							8,227

It is clear from this table that the type of school recognized as a Higher Elementary School did not increase in popularity in the period during which it was specially recognized. It must be kept in mind, however,

“that educational work with a practical bias, similar to that which should be attempted in Higher Elementary Schools, can be conducted in Public Elementary Schools subject to the ordinary requirements of the Code. These

⁷⁷Board of Education: *Report for the year 1903-1904*, p. 33; *1907-1908*, p. 25; *1908-1909*, p. 110.

requirements are less exacting than those imposed upon Higher Elementary Schools in order to secure that the standard maintained in those schools shall justify the payment of higher grants for them . . . for the present they [the Board] have only to remark that this reduction in the number of schools conducted under Chapter VI. [Higher Elementary Schools] of the Code does not necessarily represent any slackening in the effort to provide special educational facilities for the more promising of these elder scholars who are transferred to Secondary Schools or to schools recognised under Article 42 of the Regulations for Technical Schools, etc.”⁷⁸

STATISTICS—The following table has been prepared from annual and statistical reports of the Board of Education for the period indicated. The distribution by ages is not available in published reports for the entire period. The effect of a lowered birth rate during the War is apparent in the last three years. There was previous to that time (1926-27) a fairly steady increase in the number of pupils over twelve years of age attending public elementary schools.

SUMMARY: The attention of the Board of Education has been directed in the field of post-primary education in public elementary schools in two directions during the period covered in this study. In the first place legislative action has placed the compulsory attendance age of fourteen on a nation-wide basis and abolished partial exemption from attendance before that age. Secondly, efforts have been directed through regulations, suggestions and reports to secure more adequate provision and training for the pupils in public elementary schools between the ages of 11 or 12 and 14 or 15. The reorganization of the upper standards of the elementary schools into senior departments with special emphasis upon practical instruction has been emphasized especially since 1920. The development of “Central Schools” to care for a similar need has been watched and encouraged by the Board of Education. The most direct attempt of the Board to sponsor a special type of school, the Higher Elementary School, to meet the needs of the older pupils, did not prove popular and the special regulations for such schools were withdrawn after 1918.

⁷⁸Board of Education: *Report for the year 1909-1910*, p. 50.

TABLE VI
ENROLMENT IN PUBLIC ELEMENTARY SCHOOLS, IN ENGLAND, BY AGES⁷⁹

YEAR	NUMBER OF PUPILS								Total 12 yrs. & over	Total in Public Elementary Schools (all ages)
	12-13	13-14	14-15	12-15	15-16	16-17	17 & over	15 & over		
1904-5a	.....	.....	.....	990,227	.....	.....	.....	5,870	966,097	5,645,089
1905-6	.....	.....	.....	1,003,129	.....	.....	.....	6,652	1,009,781	5,596,137
1906-7	.....	.....	.....	1,000,469	.....	.....	.....	6,744	1,007,213	5,574,299
1907-8	.....	.....	.....	1,001,211	.....	.....	.....	6,959	1,008,170	5,582,032
1908-9	.....	.....	.....	1,015,732	.....	.....	.....	7,178	1,022,950	5,618,496
1909-10	.....	.....	.....	1,026,244	.....	.....	.....	6,818	1,033,062	5,621,779
1910-11	.....	.....	.....	1,020,647	.....	.....	.....	6,386	1,026,033	5,614,014
1911-12b	.....	.....	.....	.....	.....	.....	.....	.....	1,013,436	5,592,381
1912-13	.....	.....	.....	.....	.....	.....	.....	.....	1,033,653	5,596,019
1913-14	.....	.....	.....	.....	.....	.....	.....	.....	1,036,643	5,611,196
1914-15	.....	.....	.....	.....	.....	.....	.....	.....	1,053,680	5,636,944
1915-16	.....	.....	.....	.....	.....	.....	.....	.....	1,028,352	5,600,523
1916-17	.....	.....	.....	.....	.....	.....	.....	.....	1,015,978	5,516,985
1917-18	.....	.....	.....	.....	.....	.....	.....	.....	1,018,908	5,499,892
1918-19	.....	.....	.....	.....	.....	.....	.....	.....	1,031,062	5,453,655
1919-20c	581,976	464,811	104,602	1,151,389	5,340	394	32	5,766	1,157,155	5,460,344
1920-21	583,798	472,649	108,909	1,165,356	6,688	631	38	7,347	1,172,703	5,399,207
1921-22	571,180	503,016	133,493	1,207,689	9,131	840	84	10,055	1,217,744	5,357,720
1922-23	562,970	539,222	141,341	1,243,533	10,098	1,090	93	10,281	1,253,814	5,248,327
1923-24	559,161	541,100	148,008	1,248,269	9,400	1,065	98	10,563	1,258,832	5,154,107
1924-25	557,385	538,628	144,331	1,240,344	9,606	1,120	108	10,824	1,251,168	5,122,083
1925-26d	562,845	543,097	153,085	1,259,025	13,065	1,800	.....	14,865	1,273,890	.....
1926-27	561,897	545,680	152,202	1,259,779	14,316	1,804	.....	16,120	1,275,899	5,190,276
1927-28	502,893	544,116	155,438	1,198,447	14,922	2,066	.....	16,988	1,215,435	5,169,675
1928-29	479,226	485,854	154,743	1,119,823	15,409	2,073	.....	17,492	1,137,315	5,118,803

a. For the years 1904-1911 inc. these are the number of pupils on the registers at the end of the school year.

b. For the years 1912-1919 inc. these are the number of pupils on the registers on January 31st.

c. For the years 1920-1929 inc. these are the number of pupils on the registers on March 31st.

d. Partly estimated from the reports for England and Wales.

⁷⁹Pupils in ordinary public elementary schools, higher elementary schools, certified efficient schools (schools not in receipt of grants but inspected and recognized as efficient) and special schools for blind, deaf, defective and epileptic children) are included in these statistics.

CHAPTER IV

THE RELATION OF THE BOARD OF EDUCATION TO THE PROVISION FOR POST-PRIMARY EDUCATION IN SECONDARY SCHOOLS

It is proposed in this Chapter to trace the relationship of the Board of Education to the provision for post-primary education in secondary schools. That relationship has existed in connection with (1) certain general aspects of the provision, (2) grants-in-aid, (3) fees charged by the schools, (4) free places provided, (5) the length of school life, (6) the curriculum, (7) the inspection of such schools, (8) examinations, and (9) the preliminary education of public elementary school teachers. These phases will be presented separately in the following pages.

GENERAL

The Board of Education received authority to concern themselves with secondary schools by the provisions of the *Board of Education Act, 1899*. Some secondary schools were receiving grants from the Science and Art Department in respect of students receiving instruction in a wide variety of subject matter other than science.¹ The Board of Education by replacing the Science and Art Department, took over the responsibility of distributing grants and inspecting the work of the schools. It was also provided in the Act that the Board might inspect, or arrange for the inspection of any school supplying secondary education if requested to do so by the school authorities.² The supervision of the work of certain of the endowed schools was assumed by reason of the transference of the powers, by Order-in-Council, of the Charity Commissioners to the Board of Education.

¹Board of Education: *Some account of the Recent Development of Secondary Schools in England and Wales* (Educational Pamphlets, No. 50), 1927, p. 5.

²*Board of Education Act, 1899* (62 and 63 Vict. Ch. 33), Sections 2 and 3.

The importance of the Board of Education, in relation to secondary schools, was greatly increased by the *Education Act, 1902*. It was there provided that "the local education authority shall consider the education needs of their area, and take such steps as seem to them desirable, after consultation with the Board of Education, to supply or aid the supply of education other than elementary, and to provide the general co-ordination of all forms of education."³ It is primarily with the relationship thus set up that this part of the investigation is concerned.

"The first task of the new institutions, the Board of Education and the Local Authorities, was enquiry. The Local Authorities took stock of conditions in their areas, and considered what more was necessary and how far they were prepared to supply what was lacking. Apart from the obvious fact that the supply of schools was uncoordinated, and, in general, gravely deficient, perhaps the chief result of the surveys was that the shocking financial position of very many of the schools was brought fully to light. Different Authorities naturally reacted very differently to the situation disclosed. The more progressive immediately sketched far-reaching plans for the creation of an adequate supply of properly equipped schools. Others limited themselves to giving to existing schools what aid they could afford out of the Whiskey Money, determined, at all costs, to avoid levying a rate. Some Authorities were more favourably disposed towards helping schools of a more recent and "popular" origin than towards helping the older schools which had a "class" taint about them. On the other hand, not a few schools dreaded interference and control—that of the Board was bad enough, that of a local body would be still more intolerable!—and hesitated long before they accepted aid, even when it was available. One thing that contributed greatly towards inducing some Authorities to take an interest in the schools was the new Pupil Teacher Regulations of 1903, which laid down the principle that, as far as possible, future Public Elementary School Teachers should receive a secondary education before commencing their apprenticeship. Authorities, even though sceptical as to the necessity of providing or aiding Secondary Schools, felt acutely the need for teachers in their Elementary Schools—and the new scheme pointed to Secondary Schools as an important step in their production; hence, they provided "scholarships for intending teachers," and by degrees got drawn into real interest in the schools which their intending teachers attended."⁴

³*The Education Act, 1902* (2 Edw. 7, ch. 42), section 2.

⁴Board of Education: *Some Account of the Recent Development of Secondary Schools in England and Wales* (Education Pamphlets, No. 50), 1927, p. 6 f.

Thus a change in regulations is one definite way in which the Board of Education, while not actually providing for secondary schools, were able to stimulate local authorities to provide them and be interested in them.

The need for teachers tended to concentrate the attention on the lack of provision, especially for girls. In 1904-05, out of 575 schools on the Grant List, only 99 were girls' schools while 292 were for boys and 184 were mixed schools. The number of girls attending grant-earning schools was only about one-half the number of boys. Some improvement of provision was secured by converting Pupil-Teacher Centres into secondary schools. Provision for entirely new schools was rare in this early period. There was some friction on account of the existence of two authorities in the same area offering some form of secondary education. There was, however, a "gradual progress toward unification. The Local Education Authority became by degrees equally interested in all the schools of its area whatever their origin and tradition—a point of much importance since it involved the maintenance of all that was good in the tradition of each and its welding into a tradition of ideals and spirit common to all."⁵

It was into this situation that the *Regulations* of 1904 were projected. A further knowledge of the background is furnished in the Prefatory Memorandum of those *Regulations*.

"Until recent years, the only direct aid given by the State towards the education of boys and girls other than those in Elementary Schools was in respect of instruction in Science and in Art, whether given as a portion of the curriculum of a Secondary School or in special classes. The Regulations for Secondary Schools have grown up around the old provisions of the Science and Art Directory. The sporadic Science Classes were gradually built up into Schools of Science; and the Schools of Science were subsequently widened into schools of what was known as the Division A type, providing a course of instruction in Science in connection with, and as a part of, a course of general education. Aid has also been recently given on a smaller scale to schools in which Science formed an important, but not a preponderating element in the instruction, known under the name of Division B Schools. At the same time grants continued to be made directly towards the instruction in Science and in Art, of Classes

⁵*Ibid.*, p. 7 f.

in Day Schools as well as of Evening Classes and of Classes held in Technical Institutions.

"The duty laid on the Board by recent legislation, of superintending and promoting the supply of education other than Elementary by Local Education Authorities, makes it a matter of urgent necessity to place the administration of grants to Secondary Schools upon a wider and firmer basis. Some confusion exists in this country with regard to the precise function of the various schools and institutions purporting to provide Secondary Education. That term itself is not exempt from criticism. Of French origin, it had originally a meaning both logical and precise. It was that portion of the complete course of education necessary and desirable for the full intellectual development of the individual citizen which lay between the Primary education, beyond which circumstances forbade the majority of the population to advance, and the Tertiary education which succeeded and completed it from the age and standard of acquirement at which the scholar becomes the student, acquires *rather* than receives, and works with the fuller responsibility of adolescence and the more specialised scope required as a preparation for the occupations of mature life and the exercise of active citizenship. . . .

"The intermediate term of Secondary, as applied to education, has consequently been left in the air; and to this fact in no small measure may be attributed the extreme vagueness with which the word is used and the actual misuse of it may be often observed. Parliament in recent legislation has refrained from employing the term at all; and the Board do not consider that any precise definition of the term Secondary Education is immediately practicable. But a definition of the term 'Secondary School' — which has come to have a recognised meaning in English Education—has become indispensable in order to give to Secondary Schools a definite place in the wide and vague scheme of 'education other than elementary,' with the provision and organisation of which the Local Education Authorities under the Act of 1902 have been charged, and in respect of which they obtain financial aid and administrative regulation from the Board of Education.

"In order to arrive at a proper differentiation of functions, it is important for purposes of central and local administration, and in particular for considering and properly planning courses of instruction, to distinguish Secondary Schools, on the one hand, from Technical Institutes and Classes which devote themselves mainly to giving specialised instruction and training in certain subjects to young persons and adults who should previously have completed a sound general education, and, on the other, from Evening Schools and Classes which, though they may offer instruction to some students in subjects of a general kind and to others in subjects of Art or of pure and applied Science, do not provide a consecutive and complete course of general education to be followed by each student who attends the school.

"For the purposes of these Regulations therefore, the term 'Secondary School' will be held to include any Day or Boarding School which offers to each of its scholars, up to and beyond the age of 16, a general education, physical, mental and moral, given through a complete graded course of instruction of wider scope and more advanced degree than that given in Elementary Schools."⁶

This definition, vague as it is, has remained the only official definition of a secondary school throughout the period since 1904. There are certain aspects of it which have received considerable attention at different times during the period under review. The necessity of offering a general education to *each* of the scholars up to and beyond the age of 16 has been called to the attention of school authorities on several occasions which will be discussed in the appropriate place later in this chapter. The general or liberal character of the curriculum and the necessity for a well planned or complete course of instruction has been emphasized.

The conditions of recognition for grant set forth in the *Regulations* of 1904 were that a school must be efficient; must not compete unduly with a neighboring school; from its character and financial position be eligible to receive aid from public funds; must be conducted by a body of Governors and the Constitution and functions of this body and its relation to the teaching staff must be approved by the Board of Education; application for recognition must be made by the Governing Body; the school must not be run for profit nor farmed out to the head master or head mistress nor could the salary of the teaching staff be subject to variation according to the amount of grant received; a full account of income and expenditure must be furnished annually and the grant must be expended to the satisfaction of the Board; the teaching staff must be adequate; school premises and plans for new buildings or additions must be approved by the Board; there must be 20 or more qualified scholars taking the approved course; records must be kept of the admission, attendance and fees

⁶Board of Education: *Regulations for Secondary Schools* (from 1st August 1904 to 31st July 1905), 1904, p. 5 f.

paid by pupils and the school must be open to the inspection of the Board. In addition the school must meet regularly during 36 weeks; the whole curriculum and timetable of the parts of the school eligible for grants must be submitted; there must be no restrictions on religious worship and an adequate proportion of the scholars must be taking the last two years of courses in Division A or B schools under the previous Regulations. The school fees had to be approved as suitable and, "unless local circumstances can be proved to require exceptional treatment the Board will not recognise a school in which no fees are charged. They will, however, be prepared to sanction the remission of fees to individual scholars on sufficient grounds. Holders of scholarships, exhibitions, and studentships may be exempted from payment of fees."⁷

It is obvious that the point of view held by the Board was, that although elementary education for the most part was free or furnished at a very low cost, secondary education should be paid for in part by the parents by means of fees. It would have been inconsistent to require that a school should not compete unduly with neighboring schools and yet permit free secondary education where schools existed which charged fees.

Some evidence of the progress made by the Local Authorities is presented in the *Report* for 1904-05.

"It gives the Board satisfaction to report that many of the Local Authorities have already taken important steps toward assuming their responsibilities under Part II. of the Education Acts of 1902 and 1903. In a number of cases important and very instructive surveys of the provision already made for higher education within their areas have been made by educational experts at their direction. . . . In other cases reports have been prepared either for publication or for the confidential use of the authority concerned, which show the existing condition and needs of particular types of institution or the instruction now available and required in the future for special classes of students. More than fifty reports of varying scope, length and elaboration dealing with higher education and prepared or published since the beginning of 1903, have come under the notice of the Board."⁸

⁷*Ibid.*, p. 21 f.

⁸Board of Education: *Report for the year 1904-1905*, p. 49.

The question of provision of secondary education was receiving considerable attention during the years immediately following the passage of the *Act* of 1902. The relation of the central authority in this activity may be judged from the following extract from the *Report* for 1905-06.

"The organisation and development of the education given in Secondary Schools is the most important educational question of the present day. It is the pivot of the whole situation, as it affects the efficiency, intelligence, well-being of the nation. The scope and character of primary education are now pretty well settled. Much remains to be done in improving it; but the problems, so far as they are strictly educational, are uncontentious, and admit of approximate solution. Further advance will be on well-ascertained lines. The experience of thirty-five years' working has borne fruit. The pressure, if any, to be put on Local Education Authorities by a Central Department is rather in the direction of variation and elasticity than of further organisation; and above all, in devising and carrying out measures for ensuring continuous supply of well-trained and liberally educated teachers. This last problem is one which comes directly within the sphere of Secondary Education, and it is there that, in the main, hope of improvement must rest.

"But as soon as we pass beyond the sphere of Elementary Education proper (or what may conveniently be called by the almost disused name of Primary Education), *i.e.*, beyond what is provided and compelled by law for the whole child population of the nation, we plunge into chaos. Higher education has grown up in this country almost of itself, without any continuous or uniform guidance from the State. It takes innumerable forms. Among these three main types may be distinguished:

"(i) The continuation of primary education in the Elementary Schools themselves. To this very wide limits are assigned by statute (Section 22 (2) Education Act, 1902).

"(ii) Its development and specialisation in many directions in Evening Schools, Science Classes, Trade Schools, etc.

"(iii) Its transference to a higher plane in Secondary Schools.

"The provision and aid of this super-primary education is now a function of all Local Education Authorities. But the essentials of the problem are not yet authoritatively settled or even clearly stated. Great confusion of thought still exists throughout the country, and through all the writing and discussion about it principles are slowly emerging, and have not been reduced to order. Local Authorities have to proceed experimentally, and gain their wisdom by experience. It is inevitable that there should be many errors, many false starts, much waste labour and misapplication of machinery. The function of the central authority is to watch, encourage, warn, co-ordinate; also to select for support, and to

commend to localities, certain types which are fundamental in any complete scheme of national provision; and to see that certain important things(which will be different in different places) are not lost sight of, and that the more important shall so far as possible take precedence of the less important.

"This involves some interference with natural selection. Such is, however, the function of the State throughout. To what extent State interference is compatible with local self-government and individual initiative is a question which lies at the root of the whole system of government, and the solution of which requires the highest qualities of intelligence and sympathy. The limit of useful State control is to be found at the point where it ceases to be an expanding and stimulating force, and tends to fetter or sterilise.

"With the object of producing a greater clearness of thought in regard to the main purpose to be kept in view, the Board have attempted in the exercise of this function, to set a standard and supply a working definition of the Secondary School as distinct from other forms of super-primary education. This is given in the preliminary paragraph of the Regulations for Secondary Schools, as a School 'which offers to each of its scholars a general education of a wider scope and higher grade than that of an Elementary School, given through a complete progressive course of instruction continuing up to and beyond the age of 16.'

"It is further laid down in the Regulations, that a Secondary School as thus defined must offer at the least a full four-year course of instruction in a group of subjects so selected as to ensure due breadth and solidity in the education given. These subjects are defined as (i) the English language and literature, together with Geography and History, (ii) a language other than English, (iii) Mathematics and Science, both theoretical and practical, and (iv) Drawing. In the case of girls Practical Housewifery must be provided for in the course, and as regards both boys and girls some provision must be made for Manual Work and for Physical Exercises. The object of these rules and of certain further rules more closely defining these, is to ensure, even at the risk of some interference with free experiment, a certain amount of breadth and richness in the curriculum of Secondary Schools, and to provide against Schools recognised under that name offering only an education which is stunted, illiberal, unpractical, or over-specialised. With the growth of educated public opinion it may be possible, and, whenever it becomes possible, it is highly desirable to relax these requirements in Schools of tested efficiency, and to leave them a larger freedom in devising and executing schemes of education of their own.

"The Board encourage by their inspectorial and administrative machinery—by correspondence and conference, by formal reports, and by

grants-in-aid—a convergence towards this type of a mass of existing material, in which there has hitherto been great waste, overlapping, and bad adaptation of organisation to function. These defects are due to many causes, but primarily to a frequent misconception of both aim and means. The Board takes similar action as regards the creation of new schools where existing provision is absent. The object of the first importance in this regard at present is to establish a standard, of quality rather than to increase in quantity. This latter object is a matter which rests mainly with Local Education Authorities themselves. Facts and figures show that when the quality is good, the quantity will very largely take care of itself. . . . The effective demand, though far from what it should be and from what it may be expected to be in another generation, is yet in the mass very great; and the supply continually creates further effective demand; for in education, as in civilisation, there is no finality.

“Various steps toward setting up a standard of quality were taken by the Regulations for Secondary Schools of 1904. As usual in such matters, it was greatly hampered by the existing disorganisation. There were difficulties of vested rights; of the need for a certain continuity: of time required to make changes and to overcome prejudices. But in spite of that the establishment of a certain standard of quality has been followed by a great increase of quantity as well as of efficiency.”⁹

It was announced in 1905 that a list of secondary schools recognized by the Board as efficient would be published. It would contain all schools for which grants were paid but in addition any school which did not desire to apply for grants might apply for inspection. This inspection would be carried out free of cost to the school. If the report of the inspectors was satisfactory, the name of the school would be put on the list. The recognition was to be granted for three years and would be renewable on fresh inspection. “The indirect pressure that these inspections, and the resulting inclusion or exclusion in the official lists, will have upon many schools that from various causes have hitherto been beyond the reach of the Board’s influence, cannot but have an excellent effect upon the schools themselves. By establishing a recognised standard of efficiency over the whole country the list will help the local authorities to estimate the provision that still needs to be made and the parent to make a wise choice for the education of his children.”¹⁰

⁹Board of Education: *Report for the year 1905-1906*, p. 44 f.

¹⁰*Ibid.*, p. 49.

This list has appeared annually since 1907-08, with the exception of the three years ending the 31st of July 1917, and the years ending the 31st of July 1923, 1925, and 1927. Information is given in regard to the name and location of the school, the responsible body, the date of recognition, the head master or mistress, the fees per annum both for tuition and boarding, the number of full time pupils in attendance, the number of boarders, the number and percentage of free places, the types of advanced courses provided and the examinations taken. These data are given for each school, whether in receipt of grants or not in receipt of grants, recognized by the Board as efficient.¹¹

The increasing interest in and recognition of the necessity for a systematic provision for post-primary education was making clearer the need for an increase in the amount of State aid for secondary schools. This increase was provided for in the *Estimates* of 1906-07.

"Important matters of principle, however, inevitably arise as regards the allocation of the increased Grants and the eligibility or ineligibility of various types of Secondary Schools for State aid, which require careful investigation and may involve discussion in Parliament. For this reason the modified or supplementary Regulations on which the new Grants will depend will not be issued until a later date. It will be observed that these questions do not relate primarily to the kind of education given, but to the conditions under which it shall be given, as regards management, finance, accessibility, and degree of public control. But it is no less clear that these questions are in vital relation to another question which is of strictly educational nature. This question on the solution of which the whole character of the system to be adopted will depend, is how the type of super-primary education represented by the Secondary School may be organically connected with the national system of primary education open to the children of the whole nation and maintained wholly by public funds, without lowering the standard of work to be attained.

"Secondary education differs from Elementary Education in two ways, and the difference between them may be expressed in two sets of terms according to the point of view from which the matter is approached. The difference is, from the one side, a difference of stage, from the other a

¹¹This list (List 60) is titled "*Secondary Schools and Preparatory Schools in England recognised as Efficient.*" It may be secured from H. M. Stationery Office, London.

difference of kind. The Secondary School, that is to say, may be regarded either as taking over, at a certain age and a certain stage of proficiency, the children of the Elementary School, and developing their education in a larger manner to a higher point, or as providing for children an education, which either from the very beginning or from a very early stage, is differently planned from that of the Elementary School and directed toward a different though kindred object. Both these types of Secondary School are well established, and, under existing social conditions, both are alike necessary. But the former is, and must tend more and more to be the predominant type as regards the bulk of the nation; and it is in it that the problem of continuity is at once most difficult and most acute.

"Education is one. Any dislocation in its course is at the best but a necessary evil. It ought to be continuously progressive from the time when a child first passes beyond the home and goes to school, up to the time when school life ceases, when the boy or girl ceases to be under educational tutelage, has been taught how to learn, and can thenceforth go on to learn for himself or herself. In an ideal commonwealth, this process would be complete for the whole youth of the nation. This is a high ideal, and how far removed it is from existing facts, or from any state of facts which can be contemplated as soon to be possible, is at once obvious. But short of it, there is no finality: and the higher the aim is fixed, the higher the attainment is likely to be.

"The problem which has to be faced is how to unify education by liberalising the whole of it. A break of gauge is harmful and wasteful; but much may be done to ease it and alleviate its drawbacks. It is difficult to imagine that the social organisation can, at least for a long time to come, be so adjustable and elastic as to be able to do away with it altogether. A class-education in compartments after the fashion of Plato's *Republic* is contrary to the essence of democracy. It is true that in the civic scheme of the *Republic* provision is made for transfusion of children from the ruling to the labouring class, and *vice versa*: and such in effect was the system of the Middle Ages in England. But a democracy is naturally jealous of a privileged class; and one of the dangers that have to be guarded against is that this jealousy may restrict the province or contract the scope of higher education. One of the points which demand the most careful and thoughtful treatment is how to provide State-aided Secondary education in the degree which, and at the points at which, it is really needed, and how to ensure free access to it for children of every class according as the individual is intellectually capable of receiving profit from it.

"The age of 12 is that about which transference from the primary to the Secondary School normally occurs; and the required course of Secondary Schools certified or aided by the State in England is fixed with

reference to this fact. It is the age (with certain comparatively unimportant exceptions) at which statutory exemption from school attendance begins; and it is the age up to which the transference from one type of school to the other can be effected with comparatively little loss, though it is the experience of teachers that the loss even then is considerable, and that better results are obtained when the transference takes place earlier. But difficulties arise from various sources: from the lack of any clear delimitation between the provinces of the Elementary and of the Secondary School; from the natural ambitions and justifiable ideals of the best Elementary School teachers; from apathy or want of intelligence on the part of parents; from the feeling still unfortunately prevalent which regards the Secondary School as a mere 'finishing' place for a year or two; and also from the past history of the Secondary Schools which have grown up either, on the one hand, as schools for children of a distinct social class, or, on the other, as extension of the Elementary School that did not rise beyond elementary methods, standards, and traditions."¹²

It is quite apparent that the idea of Secondary Education as an education supported in part by fees as required in the *Regulations* of 1904, underwent a change in the short time between that date and 1907. The new *Regulations* of 1907 were quite obviously to stress the importance of schools in receipt of grants forming a part of the national system of schools and continuing the work of the public elementary schools. It was stated in the *Report* for 1905-06, that the question of giving State aid to secondary schools, denominational or other, not under local public control was under consideration. At that time the manner in which the Governing Body of the school was constituted had to be approved by the Board. In the majority of cases, though not invariably, the Governing Bodies contained representatives of the Local Education Authority. There were only about 178 schools under full popular control out of the total of about 300 secondary schools receiving grants from the Board. Enormous expenditures on the part of local authorities would have to be made before there was an adequate provision for secondary education under popular control.¹³

That the statements of the Board, summarized above, were forerunners of action is indicated by the following comments

¹²Board of Education: *Report for the year 1905-1906*, p. 60. f

¹³*Ibid.*, p. 63.

on the *Regulations* issued in 1907:

"The new Regulations for Secondary Schools, issued in June last [1907], have been framed with the view of encouraging, in schools claiming State aid, freedom from denominational restrictions and requirements, representative local control, and accessibility to all classes.

"In order to obtain the full scale of grant, the instrument, of whatever nature, under which a school not provided by a Local Education Authority is governed

- "(a) must not require any members of the teaching staff to belong or not belong to any particular denomination;
- "(b) must not require a majority of the Governing Body (whether in virtue of their tenure of any other office or otherwise) to belong or not belong to any particular religious denomination;
- "(c) must not provide for the appointment of a majority of the Governing Body by any person or persons who, or by any body the majority of whom, are required (whether in virtue of their tenure of any other office or otherwise) to belong or not belong to any particular religious denomination.

"No catechism or formulary distinctive of any particular religious denomination may be taught in the School except in cases where the parent or guardian of any scholar requests the Governors in writing to provide for the scholar religious instruction in the doctrines, catechism or formularies distinctive of any particular denomination. In such cases the Governors may, if they think fit, and if the instrument under which the School is governed requires or does not prohibit the giving of such instruction in the School, comply with such request and provide such instruction accordingly out of funds other than grants made by the Board of Education or by any Local Authority.

"The Governing Body of a school not provided by a Local Education Authority must contain a majority of representative Governors, appointed or constituted by local representative authorities or elected by popular local constituencies, and the appointment and dismissal of the Head Master or Head Mistress of the School must be in the hands of a Governing Body so constituted, and must not be subject to any further approval except that of a local representative authority or combination of local representative authorities. Provision is, however, made for cases in which appointing or electing bodies do not think fit to exercise their powers, and consequently the Governing Bodies do not actually contain a majority of representative Governors."¹⁴

It was provided in the *Regulations* that in the case of schools on the grant list the requirements as to freedom from

¹⁴Board of Education: *Report for the year 1906-1907*, p. 66 f.

denominational restriction and requirements, and as to public control might be waived, if the Board saw fit, if the Local Education Authority passed a resolution informing the Board that the School in question was, in their opinion, required as part of the secondary school provision in their area, and that one or more of these requirements might be waived with advantage in view of the educational needs of the area. The second important change in the *Regulations* of 1907 was that all schools in receipt of grants at the enhanced rate must provide for the admission of ex-Public Elementary School pupils. This provision will be discussed in detail later in this Chapter. Schools not meeting the above requirements could remain on the grant list receiving a grant approximately equal to their previous grants rather than the increased grants provided for in the *Regulations*.¹⁵

The Board were able to announce in the *Report* for 1907-08 that so much progress had been made in considering and deciding on applications for waivers, as described in the preceding paragraph, that after the 31st of July 1909 no fresh waiver of the conditions would be granted except the continuance of previously granted waivers.¹⁶

Comment was made on the quality of the teaching in secondary schools and the factors affecting it in the *Report* for 1907-08.

"Under the operation of the revised Regulations for Secondary Schools issued in June, 1907, a further impulse has been given to the systematic organisation and provision of higher education aided by the State. We have to record a growth of Secondary Schools receiving Grants from the Board both in numbers of such schools and of the pupils attending them, and also in their actual effectiveness. This may be gauged in part by the scope of their actual curriculum, in part, by the efficiency of the teaching within the limits of the curriculum, and also very largely by the proportion of pupils who enter the school early enough and remain in it long enough, to derive the full benefit of the course of education which the school offers.

¹⁵Board of Education: *Regulations for Secondary Schools* (in force from 1st August 1907), p. xiv. and Article 43.

¹⁶Board of Education: *Report for the year 1907-1908*, p. 47.

"All these features react upon one another. Progress in any one has a cumulative effect on all, and each new step made in advance lays a broader basis for the educational activity of the school, and at the same time supplies a starting point and a stimulus for further development. This process is, in the nature of things, slow; it is often interrupted by ill-judged, if well-meant, experiments, by interference, or by hesitation to interfere. No educational authority, local or otherwise, can fully foresee the consequences of its own policy, even were that policy less intermittent and more far-sighted than in some cases it has been. Thus educational progress, even if it were certain in what educational progress consists, cannot be a regular and uniform movement; it is a tendency, the effective result of which can often be rightly estimated after it has ceased to act, and taken its place among past movements. Even then it may yield no certain conclusion to the analysis of the historian.

"Owing to the great variety of local circumstances and conditions, there has not been any regular and uniform movement in the progress of higher education in England. It depends in the main on local initiative, to which the Board attempt, to their best judgment, to give encouragement, suggestion, and financial aid within the limits authorised by Parliament. There are still areas where the amount of Public Secondary School provision is wholly inadequate, or where its quality falls much short of any standard that can be regarded as even provisionally satisfactory. But there is no area in which the Board have to note actual retrogression; and in most they recognise gratifying signs of progress, both in what is actually being done in schools, and in the quality of education at which School Authorities aim."¹⁷

The progress which had been made in the preceding years was summarized in the *Report* for 1908-09:

"(i) Growth in the number of Secondary Schools aided by grants, in the number of pupils in them, and in the amount of State aid.

(ii) Increase both of schools provided by Local Authorities and of schools otherwise provided for which the Local Authorities undertake financial responsibility.

(iii) Inspection by the Board of schools not aided by grants and formation of a list of Secondary Schools recognised as efficient.

(iv) Increase in accessibility of Secondary Schools to children of the Public Elementary Schools.

(v) Increased efficiency of teaching brought about through

(1) the influence of the Board's Inspectorate,

(2) pressure put on schools by the Board to provide better salaries for teachers, and

(3) Improvement in the quality and methods of teaching.

¹⁷*Ibid.*, p. 46.

(vi) Greater elasticity of the Board's requirements as to curriculum and encouragement of educational experiments.

(vii) Guidance through circulars from the Board on the teaching of particular subjects.

(viii) Full equality of opportunity for girls, and efforts to secure that their education shall be as good as that of boys while taking account of their special faculties and requirements.

(ix) Efforts made by the Board and the local authorities to increase the effective length of school life."¹⁸

Attention was called by the Board in 1908-09 to the difficulties attendant upon providing adequate secondary education to rural areas. No satisfactory solution seemed available. To replace local provision by a scholarship scheme, which would send the pupils to the city, would further the enlargement of cities at the expense of the country. The development of "Tops" to elementary schools or the Higher Elementary Schools did not seem to meet the difficulties effectively. The problem was one to which more attention was to be given.¹⁹

A warning was given of the possibility of too great an absorption in the machinery of administration where for so long there had been no organization. There was a danger of the authorities both central and local going to the other extreme.

In regard to other dangers and difficulties either appearing or likely to appear, the following comment was made:

"One of the dangers of any State system of education must always be that, unless great care and imaginative insight are present, there arises a tendency to an imposed uniformity with a consequent discouragement of local and personal initiative and an absence of elasticity in the adaptation of schools to the special circumstances and to what may be called the specific genius of their own area. In this matter, too, we [the Board] are closely watching modern developments, and while endeavouring to keep our own administration as free as possible from this defect, we try also to warn Local Authorities of the evils that will arise if they themselves or their officials intervene too closely in the conduct of the local Secondary Schools when in the hands of an efficient headmaster or headmistress aided by a good staff. . . .

"The problems already mentioned are all closely connected with the fundamental questions of the limits within which State interference and

¹⁸Board of Education: *Report for the year 1908-1909*, p. 37.

¹⁹*Ibid.*, p. 43.

State control are for the advantage of education. Fears have been expressed that the growth of central control almost inevitably tends towards like predominance of a certain fixed type of education in Secondary Schools, and that the true interests of education may suffer gravely from the imposition of principles which do not apply uniformly and which take insufficient regard of local and personal characteristics. The Board are keenly alive to this danger and constantly on the watch against it; and, so far as they are aware, the fullest freedom is allowed under their Regulations, consistent with real efficiency in the education that is provided. Moreover, in addition to the general increase of elasticity which they have always kept in view as desirable and have found themselves able to give in successive revisions of their Regulations, a special provision has lately been made for encouraging, by means of a specific grant, any carefully devised educational experiments of a pioneer and promising nature in methods of teaching. Several applications for this special grant have been made; so far it has been given in respect of two objects: (1) the new oral method of teaching the Ancient Languages, and (2) the interchange, under arrangements come to between the Board and the Education Ministries of France and Prussia, of French or German teachers with English teachers.

"It is true, of course, that the freedom of school authorities in initiating special types of curriculum and organisation, or new experiments in method must always, in the case of schools largely maintained through the Board's grants, be to some extent limited by their having to obtain the Board's previous approval. How large a freedom can be given in this respect with due precaution against the waste of the very large amount of public money now given annually to Secondary Schools up and down the country from Parliamentary funds, is probably a question of more real importance than many others which engage a larger share of public attention and which are the subject of much more excited controversy."²⁰

An important phase, that of collecting and publishing of facts in regard to the schools, of the work of a central Authority is discussed in the following extract from the *Report* for 1908-09. It should also be noted that advice was sought before the action of the Board was taken.

"The Board realise that it is incumbent upon them, both for their own purposes and for those of the Local Authorities and other bodies and persons engaged in the administration and conduct of educational institutions, to collect and collate information on the work which is being done. During the past three years they have given special attention to

²⁰*Ibid.*, p. 45 f.

the presentation of statistical information of this kind relating to Secondary Schools. The organisation of anything like a system of State-aided or State-recognised secondary education is a matter of such recent date that much time and thought had to be devoted to considering the points most suitable for statistical treatment, to the manner in which the material should be collected, and to the form in which the statistics should be published.

"Full and accurate information, derived from the schools themselves, respecting both the pupils and the teaching staffs, must in the Board's view constitute the principal portion of the material for the compilation of statistics relating to the field of work occupied by the Secondary Schools of the country. In establishing the machinery, however, for obtaining this material it was necessary for the Board to bear two considerations constantly in mind. In the first place, care had to be taken to impose no avoidable burden on the staffs of the schools. In the second place, it was desirable to provide that, so far as possible, the particulars to be supplied to the Board should be such as would lend themselves, both in material and in arrangement, to statistical compilation on lines that would meet the requirements of Local Authorities aiding or maintaining the schools, as well as those of the Board. With these considerations in view the Board were careful to consult the representative associations of Local Authorities and of head masters and head mistresses, and some valuable conferences were held between representatives of the Board and the Associations. It was generally agreed as the outcome of these conferences, that the statistical result desired could best be obtained if detailed registers of the staff and pupils were kept by each school and forwarded periodically to the Board, who would take the compilation and statistical preparation of the mass of raw material thus supplied to them into their own hands.

"In the summer of 1908, the Board gave effect to this arrangement by the issue in duplicate to each school on the Grant List of separate registers for the teaching staff and for the pupils, called respectively the 'Staff Register' and the 'Admission Register.' The Staff Registers were first put into use for the school year 1907-08, but the schools were not asked to begin the use of the Admission Registers until the following year. The starting of the latter register, involving as it did comprehensive entries in respect of each pupil in the school during the year 1908-09, naturally proved a severe task, particularly in the larger schools and in the surprisingly numerous cases in which previous records were either meagre or non-existent. Besides issuing detailed directions for the filling up of the registers, the Board took the unusual step of sending to each school in the course of the year an expert officer to advise the persons charged with the keeping of the register on any special difficulties that might be experienced; it is believed that the assistance given in this way

proved of real value in many cases. The registers for both staff and pupils were forwarded to the Board at the close of the summer of 1909, and were nearly all dealt with and returned to the schools by the end of the summer holidays. Now that preliminary difficulties have been overcome, it is hoped that the task of keeping the registers up to date will prove comparatively light. Moreover the existence of the new registers enables the Board materially to lighten the burden imposed on schools in the requirements of special statistics for the purpose of the detailed inspections which the Board conduct from time to time."²¹

The question of co-education in the secondary school was attaining some importance. That there was no established policy in relation to the question is indicated by the following:

"The development of the Secondary School system in this country has naturally given prominence to the question of co-education of the sexes in such schools. There are many rural districts in which the small number of the inhabitants, the demands of proper school organisation and financial necessities, would prevent the establishment of any efficient Secondary Schools for boys and girls separately; and consequently the last few years have seen the establishment in many such districts of Secondary Schools in which boys and girls are taught together. The movement has by no means, however, been confined to rural areas. Many schools for both boys and girls have been established also in towns of considerable size. Some of these schools are not co-educational, since, though the boys and girls are taught in the same buildings, they are not taught together in the same classes. There are, however, many schools in which the boys and girls are taught together in the same classes.

"Whether such co-educational schools will be permanent is a question which cannot yet be answered. The experience of their working and results is, and will be for many years to come, insufficient to enable any answer which would be generally accepted as conclusive on the question whether it is better to educate boys and girls in Secondary Schools together or separately. Indeed it would probably be true to say that, even in large towns, there are very few of such schools in which this purely educational question has yet been distinguished with sufficient clearness from that of financial expediency; and until the recognition of the difference of these two questions has been effected and has thus rendered possible, and been followed by, more scientific observation, which must also be extensive, of the purely educational question, that question must remain, as at present, open."²²

Attention was called to the fact, in the *Report* for 1910-11 that the same regulations would be in effect the following year

²¹*Ibid.*, p. 131 f.

²²Board of Education: *Report for the year 1909-1910*, p. 31 f.

which had been made for the two preceding years. There were two opposing factors operating in the matter of regulations. One required that changes should be made in order to meet changed circumstances or in the light of new experience. The other required that no change be made in order that a certain degree of stability could be secured for the welfare of the school. An alternative, which the Board favored, was that the regulations be sufficiently elastic to permit a wide variety of types of schools to work under them and make the best possible adaptation to local needs. The Board felt that the then existing regulations were sufficiently elastic to enable local authorities to meet the peculiar needs of their areas.²³

The Board took occasion in the *Report* for 1912-13 to point out that the library facilities in secondary schools were inadequate. The following extract illustrates the usefulness of a central authority in collecting facts about important phases of the school service, presenting them and making suggestions for the improvement of the conditions:

"The reports of the Board's Inspectors make it clear that the great importance of the School Library is as yet far from being adequately recognised. Most schools possess a collection of books, but there are comparatively few in which the Library arrangements can be regarded as satisfactory. While money has been expended freely on equipment of schools in other directions, the library has too often been starved, and yet, properly considered, a Library is at least as necessary a part of the equipment of a well-organised school as a laboratory, a workshop, or a gymnasium. The want of proper library accommodation, and still more the general absence of an effective standard of library organisation, even where the material means are ready at hand, are among the most notable defects of the English Secondary School at the present moment. . . .

"Returns collected from schools recognised by the Board indicate that not more than a third of them can be said to possess a separate room for the library. A certain number utilise the Sixth Form room for the purpose (and in the absence of a separate room this is by far the best arrangement), but in the majority the books are scattered about in shelves or closed cupboards which are kept in the least inconvenient place, this may be a class-room, a staff-room, a corridor, or indeed, any odd corner which can be adapted for their reception; in these cases the Library tends too often to become a mere heterogeneous collection of books,

²³Board of Education: *Report for the year 1910-1911*. p. 109.

principally fiction, gathered from various sources and arranged without plan or order. . . .

"The importance of the effective organisation of School Libraries being so great, it may be well to point out some considerations, the neglect of which has seriously impaired their value.

"(a) Where there is a special room for the Library it would form, as it were, the centre of the intellectual life of the school, and pupils should be free to resort to it at certain hours for quiet reading and study. In smaller schools the same room may serve the double purpose of a Sixth Form room and Reference Library, and may be furnished, not as a classroom with desks and benches, but as a reading-room, with tables and chairs. The books should be conveniently catalogued (the card index system is perhaps the simplest), classified according to subjects, and suitably arranged on open shelves.

"How far these conditions are from being realised at present would be evident to any one who took the trouble to visit a number of representative Secondary Schools, including even some of high grade. If he were to ask for the Library, he would be referred not infrequently to sundry book-cases, kept either in a staff-room or a classroom and jealously protected even by lock and key, against the possibility of intrusion. Further inquiry would reveal the fact that pupils can obtain access to the books only by special application to members of the staff. When the books which constitute a Library are found in out-of-the-way corners it may reasonably be suspected that they are very little used by the pupils. . . .

"In conclusion, it may be useful to summarise a few of the chief points which appear specially to need emphasis.

"(1) The School Library should be primarily a Reference Library, containing not only reference books strictly so called, but literature in the widest sense, humanistic and scientific.

"(2) It should provide in addition books for general or recreative reading suitable for pupils of all ages.

"(3) Even in the smallest Libraries an effective principle of classification should be adopted. Separate shelves should be assigned to different subjects, and an orderly arrangement of the books should in all cases be insisted upon.

"(4) The Library, whether in a separate room or in the Sixth Form room (which should in that case be definitely arranged as a Library), should be available for use at proper times by all the older pupils.

"(5) No effort should be spared to make the Library bright and attractive. The books should be readily accessible, systematically arranged, and simply catalogued.

"(6) Whatever form the organisation assumes, it must be such as to emphasise the responsibility of each member of the staff and enlist the cooperation of the pupils.

"(7) The only satisfactory means of supporting the School Library is an annual grant ranging from 5 *l.* upwards, according to the size of the school."²⁴

The evidence of relationship of the Board of Education to the provision of post-primary education in secondary schools for the period following 1912-13 were of such a nature as to be considered better in the remaining portions of this Chapter. The work dealing with the larger and more general phases of that relationship was accomplished during the period reviewed above. The one important exception to that statement was the provision in the *Regulations* for 1919 making it possible for schools to receive grants when the Governing Bodies of those schools had only a third of the members appointed by the Local Education Authorities for higher education. Under the old regulations the Governing Body might be constituted without representatives of those authorities. The minimum proportional representation was changed from a majority to one-third.²⁵

The following tables are presented to show the development in certain general phases of schools having some relationship to the Board of Education. It must be remembered that schools judged inefficient by the Board's inspectors or those for which inspection had never been requested are not included in these statistics.

It is apparent from Table VII that there has been a steady increase both in the number of schools and the pupils in them during the period under review. Approximately four times the number of pupils were receiving instruction in secondary schools receiving grants from the Board of Education during 1928-29 than was the case in 1904-05. This increase is partly due to new schools coming on to the list for the first time although some of the schools were in existence previously. That is to say, the

²⁴Board of Education: *Report for the year 1912-1913*, p. 118 f. Tables showing the condition of libraries in 120 previously inspected schools were included in the discussion from which the above is quoted.

²⁵Board of Education: *Regulations for Secondary Schools, England, 1919*, p. 5 f.

TABLE VII

SUMMARY (SCHOOLS AND PUPILS, EXCLUDING PUPIL-TEACHERS) OF SECONDARY SCHOOLS IN ENGLAND
RECOGNIZED BY THE BOARD OF EDUCATION AS EFFICIENT²⁶

YEAR	SCHOOLS ON THE GRANT LIST				SCHOOLS NOT ON THE GRANT LIST				Total Number of Pupils
	No. of Schools	Number of Pupils			No. of Schools	Number of Pupils			
		Boys	Girls	Total		Boys	Girls	Total	
1904-5	491	56,075	29,283	83,358					
1905-6	600	60,353	44,681	105,034					
1906-7	676	62,712	50,877	113,589					
1907-8	739	68,104	56,359	124,463					
1908-9	804	73,273	62,401	135,674					
1909-10	841	76,909	64,649	141,558					
1910-11	862	79,321	66,288	145,609					
1911-12	885			150,605	52	3,513	5,256	8,749	133,212
1912-13	898	85,110	73,722	158,832	82	7,117	7,179	14,296	149,970
1913-14	910	90,793	79,326	170,119	87	8,215	7,249	15,464	157,022
1914-15	929	96,039	84,468	180,507	96	9,946	7,666	17,612	163,221
1915-16	931	99,205	90,282	189,487	101	10,924	7,853	18,777	169,382
1916-17	931	103,819	94,940	198,759	110	12,092	8,134	20,226	179,053
1917-18	943	113,375	103,390	216,765	125	13,506	8,632	22,133	192,251
1918-19	963	128,575	117,615	246,190	125	14,079	8,954	23,033	203,540
1919-20	1,022	147,268	134,840	282,108	125			25,336 (a)	224,095 (b)
1920-21	1,076	160,779	311,758	472,537	130	15,334	9,925	25,259	242,024
1921-22	1,115	170,083	160,384	330,472	140	16,370	12,359	28,729	274,919
1922-23	1,129	171,393	160,427	331,820	202	20,394	15,938	36,352	318,460
1923-24	1,137	170,850	156,751	327,601	252	24,469	20,230	44,879	356,637
1924-25	1,145	172,145	155,199	327,348	292	27,635	23,367	51,002	381,474
1925-26	1,161	177,130	157,064	334,194	321	28,805	24,890	53,695	385,515
1926-27	1,177	178,744	158,677	337,421	254	24,927	24,511	49,438	377,039
1927-28	1,187	181,363	161,594	342,957	269	26,593	24,830	51,423	378,771
1928-29	1,198	185,650	165,462	351,112	292	28,579	26,053	54,632	386,826
					305	29,189	27,289	56,478	393,899
					325	31,907	28,417	60,324	403,281
					332	32,339	28,961	61,300	412,412

(a) Estimated in the Report

(b) Partly estimated in the Report

²⁶This table was prepared from the annual and statistical reports of the Board of Education during the period indicated. The schools and pupils in Wales and Monmouthshire are omitted. In some cases the numbers which appeared in both sources for the same period were not in agreement because they referred to different dates of the year. In no instance was the difference large and in most cases it was relatively insignificant.

numbers so added do not represent an increase in the number receiving instruction. The importance of this factor in increasing the enrolment can not be determined for the entire period but for certain years information is available. In 1913-14 the number of pupils in schools added to the Grant List was 1,209, whereas the increase of the pupils over the number in 1912-13 was 11,287.²⁷ In the schools added to the list in 1917-18 there were 2,299 pupils, whereas the change in the total number of pupils on the Grant List was 18,006.²⁸ The net increase in 1918-19 was 17,762,²⁹ for 1919-20 it was 24,534,³⁰ and for 1926-27 it was 1,208 pupils.³¹

Thus it is clear that the change in enrolment between years does represent a real increase in the number under instruction in the schools on the Grant List. This fact is also shown by the increase in the average size of the schools. In 1904-05 the average size of the grant-earning schools as measured by pupils was 174 while in 1928-29 this number had changed to 293.

It should be noted that the only years in which a decrease in enrolment existed were the years 1923-25. This was explained in the Board's Report by the lack of accommodation.

"This defect is much to be deplored and the Board are anxious to see it removed. Since the end of the year under review they have announced that proposals for the provision of new Secondary Schools, and the extension of existing schools will receive their very sympathetic consideration, and they hope to receive from Local Education Authorities in the near future programmes of expansion, the execution of which will contribute substantially to the removal of this mischief. A large part of the increase in numbers which has taken place in recent years has been provided for by filling, and even over-crowding, existing premises; and recently some schools have found it necessary somewhat to reduce their numbers. A further contributing cause of the fall in admissions is the tendency of the individual pupil to come younger and leave older. Again, conditions of entry have tended to become more stringent; schools are

²⁷Board of Education: *Report for the year 1913-1914*, p. 89.

²⁸Board of Education: *Report for the year 1916-1917*, p. 29.

²⁹Board of Education: *Report for the year 1917-1918*, p. 25.

³⁰Board of Education: *Report for the year 1918-1919*, p. 42.

³¹Board of Education: *Education in England and Wales, 1926-1927*, p. 22.

less willing to admit applicants over twelve years of age. Lastly, especially in industrial districts, economic difficulties have had a deterrent effect, accentuated as they have been by increase in fees and restrictions in the award of free places. These causes more than suffice to explain the recent fall in admissions, and it would be unsafe to assume that the enthusiasm for secondary education which was so striking a feature of the years immediately following the war, has been in any serious degree diminished.”³²

TABLE VIII
SECONDARY SCHOOLS ON THE GRANT LIST IN ENGLAND
CLASSIFIED BY TYPE OF RESPONSIBLE BODY

Type of Responsible Body					
	Local Education Authority	Endowed and similar schools	Girls' Public Day School Trust	Roman Catholic	Total
1903-4	61	244			407*
1908-9	296	429	29	50	804
1913-14	421	420	25	44	910
1918-19	455	437	25	44	961
1923-24	600	445	25	67	1137
1928-29‡	659	434	25	80	1198

*102 schools not classifiable as given in report.

‡Estimated from statistics for England and Wales.

Table VIII is presented to show the relative growth in the number of grant-aided schools which have different types of responsible bodies. The council schools, *i.e.*, those under Local Education Authorities, have been added to the list more rapidly than any other type with the exception of Roman Catholic schools since 1918-19. The schools classified as under local education authorities include some endowed schools for which the council, *i.e.*, the Local Education Authority, acts as the responsible body in regard to government and finance.

GRANTS

Previous to the coming into effect of the *Regulations* of 1904, the Board were giving two sets of grants, one, the larger

³²Board of Education: *Report for the year 1922-1923*, p. 74.

grant, to those schools which could qualify as "Division A" schools. These schools, survivals of the Schools of Science aided by the Science and Art Department, offered a curriculum with great emphasis upon the teaching of science. The second set of grants was paid to "Division B" schools which allowed more time for general education, but they received the smaller grant.

"This differentiation was a survival of the time when the sole form of higher education for which grants were paid from Government was that given in Science and Art Classes."³³

The *Regulations* for 1904-05 provided a single scale of grants for all types of secondary schools which met the conditions there set up.³⁴ Under this scale the following payments were made:

For each scholar in the

1st year of the Course	40s.
2nd " " " "	60s.
3rd " " " "	80s.
4th " " " "	100s.

No grant was payable for more than four years for any one scholar and each scholar for which grant was paid must have 80 per cent attendance, illness being excepted.³⁵ A special (additional) grant was made to schools in respect of certain sanctioned courses, which specialized in applied science, only in order that schools so organized might not be forced to remodel their curriculum or suffer financial loss. The courses were only to be recognized in schools in which they had already been adopted and the Board had to be convinced of the suitability of such a course for the circumstances of the locality.³⁶

The increasing scale of grants for successive years was intended to stimulate authorities to keep the pupils in school for the whole course. This fact was further emphasized by the Board.

³³Board of Education: *Report for the year 1903-1904*, p. 19.

³⁴See page 84 above.

³⁵Board of Education: *Regulations for Secondary Schools* (from 1st August 1904 to 31st July 1905), Articles 32-34.

³⁶Board of Education: *Regulations for Secondary Schools* (from 1st August 1905 to 31st July 1906), p. xi and Article 37.

"Where a school, after a reasonable interval of time, cannot reach the necessary level of efficiency, because it fails to carry an adequate proportion of the scholars through its third and fourth years of the complete course, the Board will withdraw their recognition and will cease to make grants. Such a school will not in fact be a Secondary School. It is a source of satisfaction to the Board to note that School Authorities have in many cases taken steps to ensure that scholars shall not without good reason be withdrawn from school before completing the Course, a policy which the ascending scale grants for the successive years can hardly fail to support."³⁷

The *Regulations* for 1907 provided further increased grants as follows:

"In Secondary Schools placed on the Grant List and complying with these Regulations,³⁸ grants will be payable on account of scholars receiving instruction in accordance with an approved curriculum as follows:

(a) A Grant of £2 on account of each scholar who was between 10 and 12 years of age on the first day of the School year, and who had been for at least two years under instruction in a Public Elementary School immediately before entering the Secondary School.

(b) A Grant of £5 on account of each scholar who was between 12 and 18 years of age on the first day of the School year."³⁹

This new grant was two and a half times the old scale for the first year students. The question of enforcement of attendance was left to the school concerned. If the Authorities of Schools on the Grant List for the year 1906-07 did not wish to meet the special conditions introduced (*i.e.*, have a majority of the governing body representatives of popularly elected body and make provision for ex-public elementary school pupils as free-place holders) they might continue as under previous regulations and receive the lower grants at the rate of £2 and £2 10s. instead of £2 and £5.⁴⁰

³⁷Board of Education: *Report for the year 1904-1905*, p. 45.

³⁸See page 92 above. The principal changes in the conditions were that there should be greater popular control of the schools and that ex-public elementary pupils would have a better opportunity to enter secondary schools because of the provision of free places for them.

³⁹Board of Education: *Regulations for Secondary Schools* (in force from 1st August 1907), Article 36.

⁴⁰*Ibid.*, Article 42.

In the case of small schools the Board might make the grant up to £250 and were also permitted to make the grant to a school for 1907-08 equal the grant for 1906-07.⁴¹

The Board of Education suggested that the schools should use the increased income in increasing the salaries and providing pensions for the staff and for improving the premises. This last applied particularly to boys' schools on old Foundations, many of which had been reported by the inspectors as badly needing much improvement. In particular it was suggested that the provision of class rooms, dining rooms, gymnasiums and manual work rooms should receive the attention of the Authorities.⁴²

These suggestions were emphasized in the Prefatory Memorandum in the *Regulations* for 1908. It was also stated that the increased grants were not intended to give relief to the local rates. This last suggestion was further amplified in the *Report* for 1907-08.

"The increased aid now given to Secondary Schools carries, like all other Imperial subventions, this danger with it, that it may tend to suggest a corresponding diminution of local responsibility and local support. So far as this may be the case, it would fail to secure the increased educational efficiency towards which it was provided. The Board have called the special attention of Local Authorities to this matter, and are exercising vigilance in seeing that no such abuse of State aid shall ensue. In particular, the enhanced grant allowable in certain cases to small schools is only given where there is a countervailing local support to such an amount as gives reasonable assurance that, with the enhanced grant, the school income will be adequate for fully efficient maintenance.

"The Board desire to repeat now what was stated in their last Annual Report, that in the application of increased funds to the maintenance of Secondary Schools, objects which should be kept steadily in view and be regarded as of pressing importance are (i) the increase of salaries of Assistant Masters and Mistresses, with proper allowance for increments and pensions, and (ii) the improvement of premises, especially in the older schools, by provision, such as educated public opinion now demands, of classrooms, gymnasia, manual workrooms, school libraries, and

⁴¹*Ibid.*, Articles 40 and 41.

⁴²Board of Education: *Report for the year 1906-1907*, p. 71 f.

the like, and by adequate arrangements for the health, care, and comfort, during the school day, of pupils coming from a distance, as they do in all rural, and in most urban schools."⁴³

The extent to which schools had met the conditions of the increased grants by 1909 is indicated in the *Report* for that year.

"The new conditions attached to the increased grants offered by the Regulations of 1907 are now in full working order. The bulk of the State-aided Secondary Schools (725 out of 802) are now free from denominational religious restrictions, under effective popular control, and open as regards a certain number of places without payment of fee to children from Public Elementary Schools. There are still 77 schools which continue in receipt of grant on the lower scale through failure to meet one or more of these conditions. The religious question has in but few cases caused any serious difficulty, and many Roman Catholic Secondary Schools, as well as schools under Church of England or other denominational bodies, have found themselves able to comply with the conditions for the higher grant either wholly or so far as the new conditions have not been waived by the Board under the Regulations."⁴⁴

Provision was made in the *Regulations* for 1909 for the Board to pay "at the rate of £1 on account of each pupil for whom Grant is payable under Article 36 (b) (see above p. 106) in a school which

(i) Provides for the preliminary education of Elementary School Teachers as Bursars or in a Pupil Teacher Centre forming an integral part of the School; and

(ii) has offered not less than 25 per cent. of Free Places. . . .⁴⁵

This article was withdrawn after the year 1911-12, but the other regulations as to grants were in force from 1909 to 1913. In the Regulations for 1913-14 an additional grant of £1 for each pupil aged 15 to 18 was given to all grant-earning schools offering at least 25 per cent free places. The fixed grant to small schools was raised from £250 to £300.⁴⁶

⁴³Board of Education: *Report for the year 1907-1908*, p. 47.

⁴⁴Board of Education: *Report for the year 1908-1909*, p. 36.

⁴⁵Board of Education: *Regulations for Secondary Schools* (In force from 1st August, 1909, in England, excluding Wales and Monmouthshire), Article 38 (a).

⁴⁶Board of Education: *Report for the year 1911-1912*, p. 84.

The grants were further increased by the *Regulations* of 1917. The reason for the increase was explained in the Explanatory Note to the *Regulations*.

"The object of these increased Grants is to enable Local Education Authorities and Governing Bodies to secure a higher standard of efficiency in the Schools; and, in particular to enable them to provide more adequate remuneration for the teaching staff. The rise in the cost of living, and the increasing competition of other professions for the services of men and women of the type needed for Secondary teaching make an increase in remuneration urgently necessary. The improvement of Secondary education is of paramount importance to the country; and this can only be obtained through highly qualified and adequately paid teachers."⁴⁷

The new rates of Grant were:

"(a) In Schools receiving Grant on the full scale, the Grant of £5 on pupils between 12 and 18 years of age is increased to £7 and is payable on pupils between 11 and 18.

"(b) In Schools receiving Grant on the lower scale, the Grant of £2 10s. on pupils between 12 and 18 is similarly increased to £4 10s. and is payable on pupils between 11 and 18.

(c) The Grants hitherto payable on ex-Public Elementary School pupils between 11 and 12, and in certain Schools on pupils between 15 and 18, are merged in these increased Grants; consequently the Grant under Article 36 (a) on ex-Public Elementary School pupils is now confined to pupils between 10 and 11, and the additional Grant on pupils between 15 and 18 disappears.

(d) The minimum Grant payable, if the Board see fit, to Schools which, by reason of their small size, cost proportionally more to maintain in efficiency is increased from £300 to £350."⁴⁸

In 1918-19 the amount from Government grants, provided by the Board of Education, was 35.1 per cent of the total expenditure for higher education (education other than elementary supervised by the Board of Education) in England. The Ministry of Agriculture and other government departments furnished 2.4 per cent while local rates furnished 42.4 per cent.

⁴⁷Board of Education: *Regulations for Secondary Schools in England, excluding Wales and Monmouthshire*, 1917, p. 5.

⁴⁸*Ibid.*, p. 6.

The balance was received from fees, endowments and other income. The total expenditure for higher education for 1918-19 was £6,506,287.⁴⁹

The *Education Act 1918* provided (Section 44) for an annual substantive grant to be paid to local education authorities and also that the "total sums paid to a local education authority out of moneys provided by Parliament and the local taxation account in aid of elementary education or education other than elementary, as the case may be, shall not be less than one half of the net expenditure of the authority recognised by the Board of Education as expenditure in aid of which parliamentary grants should be made to the authority, and, if the total sums payable out of those moneys to an authority in any year fall short of one half that expenditure, there shall be paid by the Board of Education to that authority, out of moneys provided by Parliament, a deficiency grant equal to the amount of the deficiency, provided that a deficiency grant shall not be so paid as to make good to the authority any deductions made from a substantive grant."

This provision was carried out in the *Grant Regulations No. 4* issued first in 1919. The local authorities were given an amount equal to one half the net expenditures while governing bodies of schools not provided by these authorities were given grants of £2 and £7 for each pupil aged 10 to 11 and 11 to 13 respectively. This introduced a difficulty which was pointed out by the Committee on National Expenditure.⁵⁰ Local authorities had been aiding schools not provided by them and the amount thus used was included in the net expenditure of which one half was paid by the Board of Education out of funds voted by Parliament. In addition the Board paid grants direct to these non-provided schools. It was recommended by the Committee on National Expenditure that this practice should cease. The

⁴⁹Board of Education: *Statistics relating to the receipts and expenditures of Local Education Authorities in the financial year 1918-19*, p. 6-7.

⁵⁰Board of Education: *Report for the year 1921-1922*, p. 43.

Board acted on this arrangement, but realizing that any sudden change would work a hardship, they reduced the grant over a period of five years. From the year 1927-28 the non-maintained schools had to choose between taking the direct grant from the Board and not having aid from the local authority count in the net expenditure or having the aid from the local authority counted in the net expenditure and not receive the direct grant.⁵¹ This decision affected the local education authorities and was reached by agreement between the authority and the school concerned. If the school chose not to receive the direct grant from the Board it did not mean that it would be maintained by the local authority nor was it likely that no aid would be given to the school by the local authority if the direct grants were retained. The difference was that such aid could not be counted in the net expenditure in the latter case. Out of the 557 schools given the option 327 elected to cease to receive the direct grants and 230 elected to continue to receive the direct grants⁵² It was stated in the *Report* for 1928 that the decision in regard to receiving direct grants from the Board might be changed and in such cases an adjustment would be made as illustrated in the following: "if the school ceases to receive direct grant as from the 1st August, 1929 and the local authority aid the school in the financial year 1929-30, the Board will be prepared to take into consideration for grant to the authority so much of that aid as exceeds the amount of the direct grant paid to the school during the financial year."⁵³

The only other change in grants found during the period under review was a special grant given for the year 1924-25 of £2 for each pupil admitted to a free place in excess of 25 per cent and £3 for future years. This special grant was withdrawn on the 9th of February, 1925. In order to liquidate the obligation thus incurred by local authorities or governing bodies of schools the Board provided a single grant of £12 in respect of

⁵¹Board of Education: *Education in England and Wales 1925-1926*, p. 48.

⁵²Board of Education: *Education in England and Wales 1926-1927*, p. 28.

⁵³Board of Education: *Education in 1928*, p. 24.

each additional free place pupil selected and admitted between the 4th September, 1924 and the 9th February, 1925.⁵⁴

FEES

Throughout the period 1904-29 the Board of Education have required that the fees of schools on the Grant List must be approved and that fees could not be abolished nor the approved fees varied without the previous sanction of the Board. In the *Regulations* for 1904 it was stated that, as a rule, a school would not be recognized if no fees were charged.⁵⁵ The general attitude of the Board toward the question of fees was indicated in the Prefatory Memorandum of the *Regulations* for Secondary Schools in 1905-06.

"Paragraph 23⁵⁶ of the *Regulations* prescribes that the School fees must be approved by the Board as suitable. In ordinary circumstances the Board consider that a fee of a substantial amount is desirable, both in order to emphasise the fact that the education provided is of a superior kind, and consequently of a greater value to the scholars, than that in Schools which, although they go beyond the ordinary elementary curriculum, do not aim at the higher standard and fuller course of an efficient Secondary School. Good education cannot be bought cheap; it must be paid for, whether by the scholars or by someone else for them. It would be most unfortunate if the opening of the educational ladder to children of every class were to be accompanied by any lowering of the standard of education provided. But this must eventually be the case if funds are not available to secure the full material equipment of the School, and the provision of a teaching staff adequate both in numbers and qualification. Again, it would be equally undesirable that the limited funds available for the support of Secondary Schools should be wasted on scholars who, either because they enter the School insufficiently prepared or because they leave it prematurely, do not in fact profit by the course of education which it is organised to provide. This danger is greater in the case of Schools with a low fee, or with none, and special precautions have therefore been taken to guard against it. It is the duty of the Board

⁵⁴Board of Education: *Report for the year 1924-1925*, p. 98.

⁵⁵See page 85 above.

⁵⁶"The school fees must be approved by the Board as suitable. The Board will be prepared to sanction the remission of fees to a proportion of the scholars on sufficient grounds, and in exceptional cases may recognise a school in which no fees are charged. Holders of scholarships, exhibitions, and studentships may in any case be exempted from payment of fees." *Regulations for Secondary Schools* (from 1st August 1905 to 31st July 1906), Article 23.

in view of these considerations, to see on the one hand that the School is not starved, and is in a position of full financial stability, and on the other hand that there is adequate security against the admission of scholars who are not fit to profit by the course, or their failure to continue in it up to a sufficiently advanced point. Subject to proper safeguards in these respects, and to satisfactory evidence that no injurious competition will arise with other efficient Secondary Schools in the same area, the Board are not concerned with the requirement of a fee as much, or of any given proportion of fee-paying scholars; and they are fully prepared to consider special circumstances which in the opinion of the School authority call for an exceptionally large proportion of free places, or for a fee below that normal in efficient Secondary Schools, or even for the provision of exceptional cases of completely free education throughout the School."⁵⁷

In the year 1905-06 in England and Wales, out of the 685 schools recognized only 4 were wholly free; 28 charged a fee under £3 a year, 46 schools charged £3 and the balance had fees above that amount. The London County Council determined on £6 6s. and £10 respectively for two grades of secondary schools they were providing. In endowed schools the limits of fees were fixed by scheme in each case and £6 to £10 was considered normal. In the case of seventy-seven such schools the fee was over £13.⁵⁸

The *Regulations* for 1908 required that except with special permission of the Board the tuition fees of schools recognized for grant must (1) cover all subjects of instruction included in the curriculum and the use of all educational apparatus except printed books and mathematical instruments, (2) be uniform for all pupils below and above the age of 12 and for pupils residing within and without a given area. The rules of the school were permitted to require (1) an entrance fee, uniform for all pupils, (2) a boarding fee, (3) additional fees for extra subjects not in the curriculum, and expenses for societies and games and (4) a sum for mathematical instruments and printed books.⁵⁹

⁵⁷Board of Education: *Regulations for Secondary Schools* (from 1st August 1905 to 31st July 1906), p. xiii.

⁵⁸Board of Education: *Report for the year 1905-1906*, p. 62.

⁵⁹Board of Education: *Regulations for Secondary Schools* (in force from 1st August 1908, in England, excluding Wales and Mommouthshire), p. 14.

In commenting upon the new requirements (all inclusive fee and uniform fee above 12) the Board said:

"These two last-named requirements (the object of the first of which is to secure for parents the clear advantage of obtaining for one inclusive payment, as far as possible, the full advantage of a Secondary School education; of the second to prevent any improper preferential arrangement, or any scale that would have the effect of discouraging the continuance of pupils in a school throughout the full school course), were introduced in 1908, and have necessitated a careful scrutiny of the scales of fees in operation in all the schools on the Grant List.

"The Board have found it necessary in a considerable number of cases to call for a revision of the scale of fees hitherto in operation, either because it conflicted with the new requirements or because it was considered unsuitable in other respects; but they are glad to be able to report that the scale of fees has now been definitely approved in the case of 648 schools and that the remaining cases are being rapidly dealt with."⁶⁰

Further evidence of the relation of the Board of Education to fees charged in secondary schools was not found until in the *Education Act, 1918*, it was provided that adequate provision should be made "in order to secure that children and young persons shall not be debarred from receiving the benefits of any form of education by which they are capable of profiting through inability to pay fees."⁶¹

This provision of the *Act* has not eliminated the necessity for schools receiving the approval of the Board of fees charged. The pupils unable to pay fees who are capable of profiting by higher education are selected in the examination for free places and thus are relieved of the necessity of paying fees. No evidence was found to show that the attitude of the Board of Education toward fees to be charged by secondary schools has changed up to the end of 1929, from that quoted above except as they have stimulated the provision for free places. The question of free places will be taken up in the next part of this chapter. One of the recommendations of the Departmental Committee on Scholarships and Free Places was "that the discontinuance of all fees in secondary schools should be regarded

⁶⁰Board of Education: *Report for the year 1909-1910*, p. 67.

⁶¹The *Education Act, 1918*, (8 & 9 Geo. 5, Ch. 39), Section 4 (4).

as a prospective policy to be carried out as soon as the conditions of national finance allow.”⁶²

The basis upon which those members of the Committee (it was not a unanimous recommendation) who agreed to this recommendation arrived at their decision was as follows:

“It is not unnatural therefore that the evidence we have heard should constantly have raised in some form the question whether, either as an ultimate or as a prospective policy, it may be desirable to contemplate dispensing with the payment of all fees in secondary schools, and substituting for the present system what it usually known as free secondary education. We are not sure that this aspect of the free-place problem was intended to be included in our terms of reference, but we feel that it is so intimately connected with the questions we have under consideration that we cannot ignore it in our Report.

“The question arises all the more naturally in that the evolution of elementary schools offers a suggestive though not wholly analogous precedent. Elementary education has not always been free; it has become free since 1891. Further, the Act of 1918 makes provision for free part-time education continuing the education given by the elementary school.

“It is true that the principle of compulsory attendance lies behind these types of free education, and supplies a definite basis for making them free. But to decline full financial responsibility for secondary education while accepting it for elementary and part-time post-elementary education is to emphasise an artificial and unsound distinction between the several stages of the educational process. Such a distinction seems to make a tacit assumption that school education is divisible into unrelated stages, that the first stage can be considered complete and sufficient in itself, and that anything more than a part-time continuation is unessential and in the nature of a luxury. This is directly contrary to the weight of instructed opinion. The process of a good education is now generally regarded as one and indivisible throughout its successive stages. To a pupil capable of profiting by it, secondary education is not unessential or a luxury, but a necessary and natural continuation of the elementary school course.

“It is, we believe, on the clear recognition of this principle and on its consistent adoption in practice that the improvement of the educational system of the country in a large measure depends. Our present system neither recognises it clearly, nor adopts it consistently. At present the State by accepting financial responsibility for some stages of the educational process while it refuses that for other stages no less beneficial in

⁶²Departmental Committee on Scholarships and Free Places: *Report* 1920, p. 49.

appropriate cases, tends rather to give to the principle a direct negative. We are of opinion, therefore, that sooner or later the State should be prepared to recognise the essential continuity of education by accepting the same financial responsibility in respect of secondary education that it has already accepted in respect of other and no more necessary stages and forms, and that in the meanwhile all steps for the immediate improvement of the financial basis of our secondary system, particularly in the matter of scholarships and free places, should be taken with that end in view.

"Many, however, who would agree with these general considerations are doubtful whether the time is ripe for freeing the secondary schools. Some of our witnesses, for example, have urged that the effect of abolishing fees would be to drive a number of schools outside the national system, and have represented that the evil effects of this would be two-fold. On the one hand the result might be to accentuate an undesirable segregation of social classes, and, on the other, many of these schools would be inefficient because they would be unable to command fees high enough to meet the cost of effective maintenance.⁶³

"The simplification of the secondary school system, in relation to the free-place question, seems to us an important advantage. The view has been put to us that section 4 (4) of the Act [see p. 114 above], strictly interpreted, will be administratively impracticable if the practice of charging fees is maintained. Local Authorities would be called upon first to determine who were the children 'capable of profiting' and then who among the parents of these children were unable to pay fees; and that this in practice would be an impossible task. Though we are not prepared to go as far as this we cannot fail to see that an extension of the free-place system such as we propose, reaches, at a great cost of energy, an end that could be reached in a simpler and easier way by abolishing fees. We do not contemplate that free schools would be open to any children who were not regarded as capable of profiting by the course provided, but we realise the difficulties and inconsistencies likely to be involved in discriminating between those who can and those who cannot pay fees."⁶⁴

The method by which the Board of Education hopes to carry out the recommendation quoted above seems to be that of permitting the increase in the relative number of free places until it reaches 100 per cent. This position will be more clearly shown in the part to follow.

⁶³This paragraph seems to be the basis for the minority report on the question of abolition of fees. See *Ibid.*, p. 50.

⁶⁴*Ibid.*, p. 13 f.

The following table is presented to show the difference in the situation in regard to fees charged in secondary schools on the Grant List at two periods, the 31st of July 1910 and the 31st of March 1929.

TABLE IX
SECONDARY SCHOOLS ON THE GRANT LIST IN ENGLAND
CLASSIFIED BY TUITION CHARGED

	1910		1929	
	Number of Schools	Per Cent. of Total	Number of Schools	Per Cent. of Total
1. No Tuition Fee Charged	1	0.12	50	4.18
2. Tuition Fee normally charged per annum to Pupils of 12 years of age				
(a) Not over 3 guineas	55	6.56	4	.33
(b) Over 3, but not over 6 guineas	241	28.72	66	5.51
(c) " 6, " " " 9 "	318	37.90	248	20.72
(d) " 9, " " " 12 "	138	16.45	531	44.36
(e) " 12, " " " 15 "	34	4.05	138	11.53
(f) " 15, " " " 18 "	41	4.89	—	—
(g) " 15, " " " 20 "	—	—	75	6.27
(h) Over 18 guineas	11	1.31	—	—
(i) Over 20 guineas	—	—	85	7.10
3. Total	839*	100.00	1197‡	100.00

*Two schools which have no separate tuition fee not included.

‡One school which has no separate tuition fee not included.

There are so many factors involved in the matter of the size of fees that not much can be inferred from the table. It is significant that the number of schools in which no tuition⁶⁵ was charged increased from one in 1910 to fifty in 1929. The fifty schools thus offering instruction free of tuition to those admitted are doing so with the approval of the Board of Education.

⁶⁵Board of Education: *Statistics of Public Education in England and Wales*. Part I Educational Statistics, 1909-10, p. 110 Table 40 (adapted).
Board of Education: *Education in 1929*, p. 140, Table 38 (adapted).

⁶⁶"Sheffield was the first authority to provide free secondary schools, no fee being charged as from the autumn term 1918 in the two secondary schools newly opened at that time. Bradford was the first authority to provide free secondary education in all of its maintained schools. This was introduced in August, 1919. At the present time [1928] there are five areas in which the percentage of free places awarded at the beginning of the school year in all the schools in the area was approximately 40 or over." Board of Education: *Report for the year 1926-1927*, p. 25.

FREE PLACES

Previous to 1907 the assistance given to elementary school children to continue their education in a secondary school was usually in the form of a scholarship provided by the local authority, the governing body of an endowed school or a local charity. In 1900 there were about 5500 such scholarships.⁶⁷ The regulations for the preliminary education of elementary school teachers issued in 1903 forced the attention of local authorities upon the need for a more ample supply of scholarships in order that these intending teachers might continue in secondary schools. By 1906 the number of scholarships for intending teachers had risen to 11,430 while those not necessarily so restricted was 12,120.⁶⁸ The number of Science and Art Scholarships, supervised by the Board of Education, rose from 481 in 1901-02 to 7,110 in 1905-06.⁶⁹ Because of the relatively high expenditure for these scholarships compared to the total sum devoted to grants to secondary schools the Board decided "to withdraw all grants in aid of these scholarships from August 1st, 1906, except as regarded the continuance of existing scholarships. From that date the provision of scholarships to Secondary Schools has received no direct assistance from the State."⁷⁰

In the following year (1907), in return for increased grants, the new *Regulations for Secondary Schools* provided that

"In all Schools where a fee is charged, arrangements must be made to the satisfaction of the Board for securing that a proportion of the School places shall be open without payment of fee to scholars from Public Elementary Schools who apply for admission, subject to the applicant's passing an entrance test of attainments and proficiency such as can be approved by the Board for the School in question, having due regard to (1) the age of the applicant, (2) the subjects in which they have been receiving instruction, (3) the standard of attainments and proficiency for admission of fee-paying scholars. The proportion of School places thus required will ordinarily be 25 per cent of the scholars admitted, but this requirement may be reduced by the Board on sufficient grounds in the case of any particular school. Scholars from Public Elementary Schools

⁶⁷Board of Education: *Report for the year 1911-1912*, p. 9.

⁶⁸Board of Education: *Report for the year 1911-1912*, p. 10.

⁶⁹*Ibid.*, p. 10.

⁷⁰*Ibid.*, p. 12.

who hold scholarships covering payment of their fees at the Secondary School will in any case be held as counting toward the required proportion.

"In this article the term 'Scholars from Public Elementary Schools' is held to mean boys and girls who have been for at least two years under instruction in a Public Elementary School immediately before entering the Secondary School."⁷¹

The purpose of this Article was to make the State-aided secondary schools accessible to pupils in public elementary schools who were qualified to profit by the instruction given in secondary schools.

"It was emphasised that they [free places] must not be regarded as scholarships awarded for exceptional merit, but that they should be open to any Public Elementary School child who reached the ordinary standard of entry. If a school claimed that it had not, after full advertisement, enough qualified candidates to fill its quota of places, it had to show, either that it took all the candidates who presented themselves, or that, if it rejected any, these would have been rejected even if offering themselves as fee-payers. Inasmuch as at that time a prospective fee-payer was very rarely rejected, schools had little latitude in the matter."⁷²

The meaning of a free place was further explained and additional qualifications placed upon it in the *Regulations* for 1909.

"Much confusion has also arisen over the precise meaning of a Free Place. This is now more closely defined in paragraph (1) of the Appendix as being a place in the School without payment of any tuition or entrance fee for the full term of School life, that is to say, so long as the pupil admitted is not either voluntarily withdrawn from the School, or removed from it under rules for removal which apply to fee paying pupils likewise. It is not meant by this rule that a Free Place once given cannot be withdrawn in any circumstances whatever, but that in order to count as a Free Place the exemption from fees must apply to the Whole School life of the pupil, and that holders of Free Places shall be placed on the same footing with regard to the advantages of the education given in the School as ordinary fee-paying pupils. No conditions as to conduct, progress, or attendance may therefore be attached to the tenure of a Free Place which do not apply equally to all the pupils of the School. Failing

⁷¹Board of Education: *Regulations for Secondary Schools* (in force from 1st August 1907), Article 20.

⁷²Board of Education: *Some Account of the Recent Development of Secondary Schools in England and Wales, 1927*, p. 11

to reach a reasonable standard of behavior, diligence, and progress is, in the view of the Board, a valid reason for removing pupils from the School, whether they pay fees or not, and if the removal of fee-paying pupils is required in such circumstances, the same rule is properly applied to holders of Free Places.

"Towards making up the number of Free Places which a School is required to offer, those pupils are counted who enter the School from Public Elementary Schools as holders of Scholarships provided, either by the Governing Body out of School funds, by a Local Authority, or by the Governing Body of an Endowed Foundation. But where a Scholarship is provided or the School fees of a pupil paid, from private sources, e.g., by an individual benefactor, or by a Co-operative Society, such an arrangement falls outside of the scope of the Free Place Rule and the pupil does not count towards the provision of Free Places which the School is required to make. It follows from the definition of a Free Place as covering the Whole School Life of its holder, that where a scholarship is not tenable, or is not renewable, for a period covering the whole of the School life of its holder, the Governing Body of the School must undertake to continue the education of the pupil in question without payment of a tuition fee after the expiring or non-renewal of the Scholarship for so much longer as the pupil remains at the School. In the event of failure to give this undertaking the scholarship-holder does not count as a holder of a Free Place.

"Further provisions have been laid down in order to secure the effective character of a Free Place. No charge may be made in respect of any entrance test of attainments and proficiency which candidates for Free Places are required to pass; and the School Authorities must make sufficient steps to secure that the offer of Free Places, and the time and conditions of any examination to be held as an entrance test, shall be known beforehand in all the Public Elementary Schools from which it may reasonably be expected that candidates will present themselves.

"In the case of a School which is largely or mainly a Boarding School, that fact will be taken into account in fixing the proportion of Free Places which it is required to offer. In any case the admission of boarders without payment of a boarding fee is not required unless the School chooses to admit them rather than offer the number of Free Places required to day scholars; but the remission of tuition fee to a boarder who is at the same time required to pay a boarding fee does not count as the provision of a Free Place."⁷³

⁷³Board of Education: *Regulations for Secondary Schools* (In force from 1st August 1909, in England, excluding Wales and Monmouthshire), p. viii f.

Many local authorities, in addition to providing free places, aided pupils to meet the cost of books, transportation, lunches and other expenses necessary to their securing a secondary education. A Return from all the Local Authorities in England in 1911-12 showed that out of the 11,943 scholarships awarded by local authorities in that year 7200 carried with them allowances in addition to the mere remission of fees. The total value of these allowances was 32,963*l*.⁷⁴ Some local authorities felt that even the payment of necessary expenses in connection with attending secondary schools was not sufficient to make it possible for some pupils to accept free places.

"In the case of poor children, it is urged that their parents cannot afford to dispense with the addition which their wages bring to the family income. . . . A grant is therefore considered necessary to compensate parents, if such children are to enjoy free admission and secure their chance of a sufficiently prolonged period of school life to derive full benefit from secondary education.

"The award of these allowances involves difficult problems of principle and practical policy. It is plainly undesirable that the funds of Local Authorities should be utilised to subsidise parents who can well afford to dispense with such assistance, and reasonable precautions are necessary to prevent their abuse. This is sometimes done, as in London and Leeds by fixing a maximum income limit (varying in practice from 300*l* to 150*l*) as a condition of eligibility for a maintenance allowance, or, as other Authorities prefer, by considering each application on its merits."⁷⁵

The pupils, who were to receive the award of free places, were selected by written, or oral examinations or a combination of the two forms. The majority of authorities used the written examination as a qualifying test and the oral to decide the border line cases. The written test was usually restricted to English and Arithmetic and the attempt was made to test the intelligence of the candidate rather than mere memory.⁷⁶

No evidence was found that the Board of Education took any direct action in regard to the provision for maintenance

⁷⁴Board of Education: *Report for the year 1911-1912*, p. 17. This Report contains a special chapter on the passage of pupils from elementary to secondary schools.

⁷⁵*Ibid.*, p. 17.

⁷⁶*Ibid.*, p. 24.

grants in general until after the passage of the *Education Act, 1918*. Because of the provision that the Board of Education grants must equal one half the net expenditure some ruling had to be made on whether expenditure on maintenance grants should be included or excluded from the net expenditure. This action was that

"subject to the conditions prescribed in these regulations, the Board of Education may, as from April 1st, 1920, pay to Local Authorities under Part II of the Education Act, 1902 (higher education) an annual substantive grant in aid of expenditure incurred to pupils in secondary schools, and other institutions of higher education.

"The general object of the substantive grant under these regulations is (1) to make secondary schools and other institutions of higher education generally accessible to children and young persons who show special promise of profiting by prolonged education; (2) to enable the pupils in these institutions to stay long enough to obtain full benefit from the course they undertake."⁷⁷

A limit on the grant was fixed not to exceed a sum calculated as 3s. per unit of average attendance of scholars in public elementary schools within the area of the local education authority.⁷⁸

In October, 1919 a Departmental Committee on Scholarships and Free Places were asked to inquire into the working of the scholarship and free place systems and make recommendations for the improvement of them. The report appeared in July 1920. Their findings and recommendations in regard to fees are reported above (see p. 115 above). They recommended, in regard to free places, that the financial responsibility for the provision of free places should be transferred from the schools to the local education authority; that the percentage of free places should be raised from 25 to 40 per cent for each area generally and normally for each school; that free-place pupils should normally be admitted to secondary schools between the ages of 11 and 12; that pupils not previously educated in public elementary schools who are unable to pay fees should be eligible to free places; that school authorities should secure

⁷⁷Board of Education: (Maintenance Allowance Grants, Higher Education) *Regulations, 1919*, (*Grant Regulationss No. 14*), Articles 1 and 2.

⁷⁸*Ibid.*, Article 7.

from parents of free-place pupils, and also from other pupils, an agreement to keep the pupils at school up to the age of 16 at least; that as far as possible free-place pupils should be enabled to take equal advantage of the school facilities with other pupils by means, where necessary, of maintenance allowances; that maintenance allowances should be available for all free-place pupils who show need, from the age of 11, and should normally increase with age; that the main provision for maintenance allowances should begin at the age of 14; that maintenance allowances should be calculated in relation to the cost of living and not to power of earning.⁷⁹

A restriction on the percentage of free places to be offered was placed in the *Regulations* for 1922. This was commented upon in the *Report* for 1921-22 as follows:

"A new provision was also inserted under which the previous sanction of the Board is required before the percentage of free places is increased above the percentage awarded in the school year ending 31 July, 1922. Before sanctioning such an increase at any particular school the Board will consider how far the increase is met by a corresponding decrease in the percentage awarded at other schools situated in the area served by the school, and whether it involves any increase in the expenditure of the Local Education Authority for that area."⁸⁰

This provision was modified during 1923-24 so that except with the previous sanction of the Board the percentage of free places must not be increased beyond 40 per cent or the percentage awarded in the school year ending the 31st July, 1922, whichever was the higher. Largely as a result of that relaxation in the *Regulations* the free places awarded in September, 1924 showed an increase of 3,200 as compared with the previous year.⁸¹

By the *Regulations* of 1926 the limit of 40 per cent on free places was continued but it was made to apply to all free places whether the pupils were entering from public elementary schools or not.⁸²

⁷⁹Departmental Committee on Scholarships and Free Places: *Report*, 1920, p. 47 f.

⁸⁰Board of Education: *Report for the year 1921-1922*, p. 25 f.

⁸¹Board of Education: *Report for the year 1923-1924*, p. 68.

⁸²Board of Education: *Regulations for Secondary Schools, 1926*, Article 15.

The Board expressed the opinion in the *Report* for 1925-26 that

"For the purposes of the rules governing the award of free places the unit has always been the school. It still remains so, but the 1926 Regulations explicitly recognise for the first time that circumstances may render it desirable for the Board to improve percentages other than the normal percentages prescribed in the Regulations for Secondary Schools, in the area of a particular Authority taken together, rather than for the individual schools in that area. The Board's view generally is that while each school should conform to the prescribed minimum percentage of free places, an area rate basis can properly be adopted in cases where approval is given to the normal maximum percentage being exceeded."⁸³

A recent publication⁸⁴ of the Board of Education, based upon investigations by their inspectors, describes the examinations used for selecting those to whom the free places are to be awarded. The examinations, together with some observations on the marking of them, are discussed in some detail. Suggested practices are presented, the details of which are not significant for this study.

The following statistics are presented in order that the trends of the period may be seen in connection with the discussion of free places.

TABLE X
SECONDARY SCHOOLS IN ENGLAND, RECEIVING THE HIGHER GRANT,
IN WHICH THE NORMAL PERCENTAGE OF FREE PLACES
HAS BEEN REDUCED⁸⁵

Year	Schools normally required to offer					Total
	Less than 25% free places	20% free places	15% free places	12½% free places	10% free places	Schools on Grant List
1909-10	116	21	15	26	53	841
1928-29	151	16	14	28	94	1198

⁸³Board of Education: *Report for the year 1925-1926*, p. 45.

⁸⁴Board of Education: *Memorandum on Examinations for Scholarships and Free Places in Secondary Schools* (Educational Pamphlets, No. 63), 1928, p. 87.

⁸⁵Board of Education: *Return showing Secondary Schools receiving higher Grant in which ordinary percentage of Free Places has been reduced* (H.C.323), 1909, p. 3 (adapted). Board of Education: *Education in 1929*, p. 140, Table 37. (adapted).

Table X shows the number of schools which were permitted by the Board of Education to offer less than the normal 25 per cent free places and still receive the higher grant. The main reasons for which the Board gives such permission are (1) the financial circumstances of the school, (2) adequate provision for free places made in neighboring schools and (3) the existence of a large percentage of boarders in the school.⁸⁶

TABLE XI

NUMBER OF FREE PLACE PUPILS AND THE NUMBER OF PUPILS IN
SECONDARY SCHOOLS ON THE GRANT LIST, IN ENGLAND

Year	Total Number of Free Place Pupils	Total Number of Pupils	Per Cent. of Free Place Pupils
1907-08	33,571*	124,463	
1908-09	40,682* ^s	135,674	
1909-10	44,652	141,558	31.5
1910-11	46,982*	145,609	
1911-12	46,865	150,605	31.1
1912-13	52,288	158,832	32.9
1913-14	----	170,119	----
1914-15	57,933	180,507	32.1
1915-16	----	189,487	----
1916-17	61,776	198,759	31.1
1917-18	65,031	216,765	30.0
1918-19	72,386	246,190	29.4
1919-20	82,632	282,108	29.3
1920-21	95,105	311,758	30.5
1921-22	107,301	330,472	32.5
1922-23	113,405	331,820	34.2
1923-24	112,332	327,601	34.4
1924-25	112,710	327,348	34.4
1925-26	117,171	334,194	35.1
1926-27	124,588	337,421	36.9
1927-28	131,309	342,957	38.3
1928-29	139,350**	351,112	

*These are ex-public elementary pupils who do not pay fees. Some of them do not have free tuition for the entire school course and those are not free place holders within the meaning of the regulations. The number of free place holders would be somewhat less.

**Estimated.

⁸⁶Board of Education: *Return showing Secondary Schools receiving higher Grant in which ordinary percentage of Free Places has been reduced* (H.C. 323), 1909, p. 3 f.

Table XI shows the number of pupils who were holders of free places during the period from 1907 when the free place system was introduced. The statistics were taken for the most part from the Annual Reports of the Board of Education. Where data were not given in those reports they were taken from the Statistical Reports. It should be remembered in connection with this table that all pupils receiving secondary education free of tuition are not included. Some pupils have free tuition for less than the full course, some hold scholarships given by individuals, etc., some pupils not required to pay fees were not public elementary school pupils for the two years previous to entering the secondary schools and some have scholarships to schools not on the Grant List. Some pupils are not counted as free place holders under the regulations. The total number of free pupils (not all of whom were free place pupils) in secondary schools on the Grant List in 1928-29 was 147,582 or 42 per cent of the total enrolment.⁸⁷

It is quite clear from the table that since 1919-20 the number of free place pupils has increased relatively more rapidly than the total enrolment.

Table XII is presented to show the extent to which maintenance allowances were provided at secondary schools and the average value of such awards in 1923-24.

⁸⁷Board of Education: *Education in 1929*, Table 46, p. 148. The corresponding per cent for 1927-28 was 40.7 per cent).

TABLE XII
SECONDARY SCHOOL AWARDS IN ENGLAND, 1923-1924^{ss}

SECONDARY SCHOOL AWARDS																
TYPE OF AREA	Minor Awards (up to 1st Exam.)						Intermediate Awards (advanced course)								Total Expenditure on Secondary School Awards	Amount of Expenditure per 1,000 of the Population
	General			Intending Teachers			General			Intending Teachers						
	Expenditure in the Financial Year	Average number of awards current throughout the year	Average Expenditure on each award	Expenditure in the Financial Year	Average number of awards current throughout the year	Average Expenditure on each award	Expenditure in the Financial Year	Average number of awards current throughout the year	Average Expenditure on each award	Expenditure in the Financial Year	Average number of awards current throughout the year	Average Expenditure on each award				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15		
L. England (exc. Mon.)	£		£ s	£	£ s	£ s	£	£	£ s	£	£	£ s	£	£ s		
(a) Adm. Counties.....	99,305	15,685	6 7	25,508	3,338	7 13	23,408	1,738	13 9	42,200	2,938	14 7	190,421	10 4		
(b) County Boroughs.....	48,006	8,294	5 16	18,205	1,604	11 7	15,090	902	16 15	32,976	1,570	21 0	114,277	9 9		
(c) London.....	93,471	6,452	14 10	5,367	228	23 11	25,793	842	30 13	26,957	907	29 14	151,588	33 16		
(d) Total.....	240,782	30,431	7 18	49,080	5,170	9 10	64,291	3,482	18 9	102,133	5,415	18 17	456,286	12 19		

^{ss}Board of Education: *Maintenance Allowances Awards at Secondary Schools and other Institutions of Higher Education*, LONDON: H. M. STATIONERY OFFICE, 1925, p. 6 (adapted)

LENGTH OF SCHOOL LIFE

A Secondary School, according to the definition given in the *Regulations* of 1904 was a school "which offers to each of its scholars, up to and beyond the age of 16, a general education, physical, mental, and moral, given through a complete graded course of instruction of wider scope and more advanced degree than that given in Elementary Schools." The first part of this definition centers attention upon the necessity of a school life of *each* of the pupils up to or beyond the age of 16. There is ample evidence in the reports and regulations of the Board of Education that such a school life was thought to be essential to efficient secondary education and that pressure should be applied, if necessary, to secure its proper length.

In the *Regulations* for 1905 it was stated that,

"A School which after it has been working for a sufficient length of time under the Board's Regulations to allow the normal development of the higher forms or classes, fails to carry an adequate proportion of the scholars up to the third and fourth years of the complete course, will cease to receive grants or to be recognised by the Board as a Secondary School. If the bulk of the scholars in fact drop out of the School after passing through a portion only of the complete course, it is clear that the School does not fulfill the required function and is not entitled to the corresponding aid. The Board note with satisfaction that School authorities are generally sensible of the importance of this matter, and have in many cases taken practical steps to secure that scholars shall not be withdrawn from the School before completion of the Course without sufficient reason. The ascending scale of grants for the four successive years is designed to give direct encouragement to School authorities in their efforts to secure this object. Schools which definitely fail to secure it, though they may fill a useful and necessary place in another part of the educational system, cannot be recognised as Secondary Schools in the proper sense of the term."⁸⁹

In the *Report* for 1904-05 it was stated the children were entering school somewhat earlier and leaving later, thus increasing their school life. This earlier age of entrance was discussed in the Prefatory Memorandum of the *Regulations* of 1907. Provision was also made, by means of a grant, to stimulate such early entrance.

⁸⁹Board of Education: *Regulations for Secondary Schools* (from 1st August 1905 to 31st July 1906), p. viii.

"The Board have for several years past laid much emphasis on the importance of getting scholars into the Secondary School at an early age. In their last Annual Report they pointed out that 'the Secondary School may be regarded either as taking over, at a certain age and a certain stage of proficiency, the children of the Elementary School, and developing their education in a larger manner to a higher point; or as providing an education which either from the very beginning or from a very early stage is differently planned from that of the Elementary School. Both these types are well established, but the former is, and must tend more and more to be, the predominant type as regards the bulk of the nation. The age of 12 is that about which transference from the Primary to the Secondary School normally occurs, and is the age up to which the transference can be effected with comparatively little loss, though it is the experience of teachers that the loss even then is considerable, and that better results are obtained when the transference takes place earlier.' It is the experience both of School Authorities and of the Board's Inspectors that scholars who have entered the Secondary School at the age of 10 or 11 have been able to take fuller advantage of the instruction provided for them at a later stage, and to make more satisfactory progress in it, than those who did not enter the Secondary School until the age of 12 or 13. Hitherto the transference of scholars from the Elementary to the Secondary School before they are ready for admission to the Grant-earning course has involved the loss of grant which they would have been earning for the former without any compensation through grant paid on their account to the latter. In order to obviate this drawback, and to give greater freedom to Local Authorities in their arrangements for linking up Public Elementary and Public Secondary Schools, and thus advancing towards a unified system of public education, a grant of £2 (being the near equivalent of the total grant per head paid on scholars in Public Elementary Schools) will be made under Article 36 (a) of the Regulations on account of Scholars transferred to the Secondary Schools between the ages of 10 and 12. To prevent misuse of this provision this grant is restricted to scholars who have been at least two years under instruction at a Public Elementary School before their transfer."⁹⁰

In the *Report* for 1908-09 the Board were able to report some progress but there was much room for improvement. They reported that in 20 per cent of the schools on the Grant List for 1907-08, which had had a Secondary School existence of three years at least, the average school life of the pupils was less than two years. Steps were being taken, where necessary to enforce the requirements of the definition quoted above.

⁹⁰Board of Education: *Regulations for Secondary Schools* (In force from 1st August 1907), p. x f.

Examples were cited of the ways in which various local authorities had brought about longer school life. One County Borough in the North of England lowered the age requirements for candidates for the junior scholarships to between 10 and 12 and required that parents agree to keep their children in school until the end of the school year following their fifteenth birthday. Maintenance allowances were provided in order to make longer school life more likely. The agreement with the parents called for the repayment of fees remitted and maintenance allowances made if the pupil failed, without sufficient reason, to complete the period for which these arrangements had been made.⁹¹ These were given as illustrations of good practice but the value of them was further emphasized in the *Report* for the following year.

"The length of school life is a matter to which the Board naturally attach very great importance, for if the bulk of the pupils in fact drop out of a Secondary School after passing through only a fraction of the school course it is clear that the Secondary School is not fulfilling its aim and is not entitled to State aid. Article 2 (a) of the Regulations expressly provides that a school will not be recognised as a Secondary School unless (1) an adequate proportion of the pupils remain at least four years in it, and (2) an adequate proportion of the pupils remain in it up to and beyond the age of 16.

"The average length of school life in schools on the Grant List is not yet nearly so high as it should be. Some improvement is being made, but it continues to be slow.

"At the end of 1909 the Board took up the cases of 35 schools which appeared to have an exceptionally short average school life, and after a careful investigation of the circumstances of each case addressed to 26 of these schools a warning that continued failure to comply effectively with the requirements of Article 2 (a) would entail removal from the Grant List. In many of these cases the Board suggested that an undertaking should be required from the parents of all pupils on their admission to the school that they would not be removed without good reason before completing an adequate period of school life; and called attention to the fact that such an undertaking with a penalty exacted had already been adopted by several school authorities with marked results. The suggestion has as a rule been cordially accepted, and is, it is believed, already having good effects; but these and all other cases where there is a tendency for

⁹¹Board of Education: *Report for the year 1908-1909*, p. 41.

the school life to be abnormally short are being kept under careful observation, and action is being taken where necessary."⁹²

The importance of the problem is further emphasized in the *Report* for 1910-11. It was there stated in regard to a satisfactory length of school life that

"what is necessary is a larger and more intelligent mass of public opinion, and a fuller realisation throughout the country, and among all classes of the population, of the value of education both economically, intellectually and socially. The growth of this sense is at once the cause and the effect of the spread of higher education in the country. Neither a Government Department nor a Local Authority can move far in advance of what general public opinion recognises as desirable or necessary; and thus, while in some areas the active demand for higher education is largely in excess of the existing supply, and the problem is thus mainly one of finance, in others the effective demand has largely to be created by the supply, and a generation may have to pass before there is a sufficiently educated public to appreciate the need, and to cause provision to be made, for the education of the next generation. . . .

"In 1911, upon a review of the figures for the three years ending 31st July 1910, 52 schools were picked out where the school life was *prima facie* insufficient, and were made the subject of special investigation. . . . Formal warnings were sent in 20 cases, in most of which the school authorities were called on to submit definite proposals for securing improvement. These warnings have been taken in good part; the governing bodies and the head masters or head mistresses have usually shown themselves anxious to co-operate with the Board. The steps most generally suggested have been insistence on an earlier entry, the institution of an adequate entrance test graduated according to age, and the requirements of an undertaking from parents to keep their children at school for a definite period after admission or until the children reached a certain age. It must be remembered that in this matter the first steps are the most difficult. Once a proper standard has been established, and becomes a tradition of the school, it is not hard to keep it up and gradually raise it. It may therefore be hoped that the results will be cumulative, and that when the matter has been seriously taken in hand, increasingly better results will be shown in each successive generation of pupils.

"In only two cases was it found necessary to give definite notice to a school that recognition would be withdrawn at an early date in the absence of effective measures of improvement. One of these was a girls' school which has clearly been misused as a mere finishing school. The other was a rural Grammar School for boys and girls, where the failure

⁹²Board of Education: *Report for the year 1909-1910*, p. 67.

is due not so much to absence of effective local desire for higher education as to the inadequacy of the school premises and, perhaps, to some want of zeal on the part of the governing body.”⁹³

It was pointed out in the *Report* for 1911-12 that the increased industrial activity had caused many boys and girls as well, in the cotton mill districts, to leave school at 14 or shortly thereafter. The large demand for low grade clerical help was resulting in the depletion of the upper years of the secondary schools. This process was greatly deplored because the pupils were, at the time of leaving, in the middle of the course and its advantages were just beginning to be secured. In addition to such losses the pupils “are removed from the corporate influence and discipline of school when habits of intelligent industry are not yet formed and character is still fluid, and it too often happens that the progress begun towards becoming capable citizens is thus cut short and the education received up to that point is largely wasted.”⁹⁴

The emphasis upon the desirability of earlier entrance and later leaving was continued in the years which followed. The increased grants to secondary schools together with the necessity for public economy in 1917 rendered it more than ever the duty of the Board to see that State aid was not wasted by being given to schools where the standard of achievement was not reached as regards the normal length of school life.⁹⁵ The withdrawal of grant was threatened where such reasonable standard continued to be lacking. In 1920 the Board

“took the opportunity to call the serious attention of Local Education Authorities and School Governing Bodies to the great waste of public money and educational effort involved in the withdrawal from Secondary Schools of so many pupils before they reach the age of sixteen — that is to say, before they reach the age at which the distinctive influence of the Secondary School takes full effect upon the pupil. Of the pupils who left Secondary Schools in receipt of grant from the Board during the year ending 31 July 1920, about two-thirds were under the age of 16. Even when full allowance is made for pupils who were transferred to

⁹³Board of Education: *Report for the year 1910-1911*, p. 105 f.

⁹⁴Board of Education: *Report for the year 1911-1912*, p. 72.

⁹⁵Board of Education: *Regulations for Secondary Schools in England, excluding Wales and Monmouthshire*, 1917, p. 11.

other Secondary Schools, and also for those who left owing to illness and other reasonable causes, there apparently still remain an unduly large number of premature withdrawals. Now that the schools are crowded and numbers of children have to be refused admission, the mischief of premature withdrawal is aggravated. For those who leave early are not only failing themselves to take advantage of the opportunities which the schools offer, but are keeping out others who might do so."⁹⁶

In order that such pupils who would stay long enough to receive the full benefits of the secondary school should not be kept out, the *Regulations* for 1921 required that preference, in the admission of pupils to a school, should be given to those on whose behalf an undertaking or other formal assurance was given that they would remain in school at least to the age of 16.⁹⁷ In the *Regulations* for 1922 this provision was incorporated in an appendix which was to govern the admission of pupils after the 1st of August 1923. Rules in regard to entrance for free place pupils were there set forth. The more important rules were that pupils over 10, to be admitted, must pass a qualifying test and pupils admitted before 10 must pass such a test before reaching the age of 11 or 12. Candidates under 12 could only be asked to answer written questions in English and Arithmetic. "Any papers set, written answers, records of marks, or other material relating to the entrance tests must be preserved for a period of not less than six months, and must be available for inspection by the Board." Candidates under 10 or over 12 might be refused admission. Preference in admission should not be given because of priority of application for admission.⁹⁸ These rules are obviously aimed at increasing the probability of a longer school life.

In the latter part of the period under review more attention was placed upon reporting progress of the increasing of the length of school life rather than discussing the need for such an increase. Public opinion apparently was supporting the

⁹⁶Board of Education: *Report for the year 1919-1920*, p. 26.

⁹⁷Board of Education: *Regulations for Secondary Schools, England, 1921*, p. 9.

⁹⁸Board of Education: *Regulations for Secondary Schools, England, 1922* (S.R. & O. 1923, No. 41), p. 22 f.

idea of an earlier entrance and a later leaving age.⁹⁹ Some evidence of the change in the ages of secondary school pupils during the period when the length of school life was under so much discussion may be judged from the following facts. The per cent of pupils admitted below the age of 12 changed from 45.5 in 1913 to 69.3 in 1924-25 and 71.1 in 1925-26.¹⁰⁰ The average length of school life, above 12 years, of boys had changed from 2 years 6 months in 1908 to 4 years and 8 months after 11 years in 1929.¹⁰¹ For girls the corresponding figures were 2 years 6 months and 4 years and 9 months. The average age of leaving in 1909 for boys was 15 years and in 1929 it was 16 years 6 months. The corresponding ages for girls were 15 years 11 months and 16 years 7 months.

CURRICULUM

The Board of Education have not regulated the details of the curriculum to the same degree as they have the other phases thus far discussed in this chapter. For a short period beginning with the *Regulations* of 1904 there were rather specific limits placed on the curriculum. It was there provided that

"The Course should provide for instruction in the English language and Literature, at least one Language other than English, Geography, History, Mathematics, Science and Drawing, with due provision for Manual Work and Physical Exercise, and, in a girls' school, for Housewifery. Not less than 4½ hours per week must be allotted to English, Geography and History; not less than 3½ hours to the Language where only one is taken or less than 6 hours where two are taken; and not less than 7½ hours to Science and Mathematics, of which at least 3 must be for Science. The instruction in Science must be both theoretical and practical. Where two Languages other than English are taken and Latin is not one of them,

⁹⁹Board of Education: *Report for the year 1921-1922*, p. 29.

¹⁰⁰Board of Education: *Education in England and Wales, 1924-25*, p. 101.

¹⁰¹Two changes in the method of calculating length of school life took place in 1928 and 1929. The first change substituted 11 for 12 for the beginning age for computing length of school life (Board of Education: *Education in 1928*, p. 22 f.). Previous to 1929 the pupils who transferred to other secondary schools were considered to have left the school and consequently for all such pupils the leaving age appeared to be lower than it was. This inaccuracy was remedied by considering a pupil a "leaver" only when he left the secondary school system. (See Board of Education: *Education in 1929*, p 19.)

the Board will require to be satisfied that the omission of Latin is for the advantage of the school."¹⁰²

The minimum hours for Science and Mathematics were changed from 7½ and 3 to 7 and 2 by the *Regulations* for 1905-06 but otherwise the requirements as to subjects and hours remained the same. It was during this period that the influence of the Science and Art Department with the emphasis upon specialized science training was still felt.¹⁰³

It was possible for the Board to make important changes in the *Regulations* for 1907. The extent of these changes and the reason for them are best presented in the words of the *Report*.

"The Board are now in a position, through their Inspectorate, to keep a watch and exercise a guidance which were previously impossible over the planning and working of the School Curriculum. Detailed reports following upon full inspections, and the more constant if less obvious influence exercised through informal visits and conferences, reports and suggestions, may now be relied upon to guard against the risks of one-sided education, of ill-balanced schemes of instruction, and of premature or excessive specialisation. While, therefore, the curriculum must, as hitherto, provide instruction, duly graded and duly continuous in the English language and Literature, in Geography, and History, in Mathematics, Science, and Drawing, and unless by special dispensation in exceptional cases, in at least one language other than English, the abolition of the four-year Grant-earning Course has been accompanied by the abolition of the rule under which in each year of the course a certain minimum of time had to be given to these subjects or groups of subjects. It is only laid down that the arrangement of work must provide for due continuity of instruction, for an adequate amount of time being given to each subject taken and for the disallowance of subjects which are not of educational value, or of time spent on them which is in itself excessive, is insufficient to admit of effective progress, or is such as to interfere with proper instruction in other subjects."¹⁰⁴

Except at the written request of a parent or guardian no school was permitted to teach a catechism or formulary distinctive of a particular religious denomination. If the governing body of the school decided to act upon such requests and

¹⁰²Board of Education: *Regulations for Secondary Schools* (From 1st August 1904 to 31st July 1905), Article 4.

¹⁰³Board of Education: *Report for the year 1903-1904*, p. 19.

Board of Education: *Regulations for Secondary Schools*, (from 1st August 1905 to 31st July 1906), p. xi.

¹⁰⁴Board of Education: *Report for the year 1906-1907*, p. 68.

provide sectarian religious training such was not prohibited by the Board but the instruction thus included must be provided out of moneys other than grants from the Board or the local authority.¹⁰⁵

The attitude of the Board toward the curriculum was expressed in the *Report* for 1907-08.

"The curriculum, while not prescribed by the Board, and not necessarily meeting all the particular requirements made of grant-earning schools must cover the subjects necessary to a good general education carried on until the age of 16 or 17 at the least by means of a progressive and organised course of instruction. In the consideration of each case, full weight is given to the desirability of allowing much elasticity both in the list of subjects taught and in the method of teaching them, and no attempt is made to require or to suggest, mechanical uniformity. At the same time the Board would not be prepared to place on the list a School which provided only an obviously imperfect or illiberal education—which, for instance, gave no instruction in the principles which underlie Natural Science or which merely prepared pupils for passing examination tests without developing their faculties and capacities."¹⁰⁶

The Board have always required the schools to submit for approval the scheme of instruction together with the timetable as a condition for receiving grants. However, in place of prescribing a uniform curriculum they have issued, from time to time, pamphlets and monographs containing suggested methods for teaching the various subjects, together with suitable subject matter and time allotments. These have included the subjects of English, French, Geometry, Graphs, Gymnastics and Physical Education, History, Housecraft, Modern Languages, Latin, Greek, Manual Instruction, Music, Needlework, Science, Geography, etc.¹⁰⁷

These monographs include the best practice as observed by the inspectors of the Board, the results of educational experiments and the reports of Departmental or other committees

¹⁰⁵Board of Education: *Regulations for Secondary Schools* (In force from 1st August 1907), Article 5 (a).

¹⁰⁶Board of Education: *Report for the year 1907-1908*, p. 55.

¹⁰⁷A complete list of these publications together with the date of publication and the cost of each may be found in the List of Publications (List 1) of the Board of Education and can be secured from H. M. Stationery Office, Adastral House, Kingsway, London, W.C. 2.

which have been requested to study certain phases of the curriculum.

The Board of Education have from time to time sponsored, by special grants, the carrying out of educational experiments in various subjects to determine appropriate methods and content. The first experiment was begun in the Perse Grammar School, Cambridge, in 1908, dealing with the "direct method" in the teaching of the classics. The requirements of the special grant include the submission of progress reports and a final report to the Board of Education. Other experiments for which subventions had been made and were continued in 1922-23 were an experiment in the teaching of Botany through the use of school gardens at the James Allen's Girls' School, Dulwich from 1912; a course in Agriculture where instruction was to be given in connection with the practical working of small holdings, at Sexey's School, Blackford (Somerset) from 1912; a course in Domestic Economy in the Burlington School, Westminster from 1917; a course in Music at Mary Datchelor's Girls' School, London from 1919.¹⁰⁸ Experiments which were sponsored and completed or discontinued were a special course of instruction to meet the needs of boys and girls destined for rural or agriculture occupations in the Knaresborough Rural Secondary School; a course in Geography in the Leytonstone County High School, Leyton; a course in Esperanto in the Girls' County School, Bishop Auckland; a course in a secretarial department for older girls, who would take up secretarial business on leaving school, Manchester High School for Girls.

During the period reviewed in this study several Committees have presented reports concerning the curriculum. The Consultative Committee were asked in June 1909 to

"consider to what degree education by means of practical work (or things) should be encouraged and developed in Secondary Schools and in particular the following questions:

(a) To what extent is it desirable that the education of boys in Secondary Schools should include instruction in hand-craft, either in the ordinary school course, or in certain classes, as local circumstances and requirements may indicate, and what lines should such instruction follow?

¹⁰⁸Board of Education: *Report for the year 1922-1923*, p. 76.

(b)—(i) Is it desirable that courses of Domestic Economy or house-craft should form part of the education of girls in Secondary Schools during the whole or main part of school life? or

(ii) Could this form of education be more usefully concentrated upon the year or two years immediately before leaving school? or

(iii) Should it be deferred till after the close of the Secondary School Course, at any rate where the leaving age is under 17?"¹⁰⁹

The report, covering more than four hundred pages, was presented and published in 1913. A detailed discussion of the *Report* would be out of place in this study but the point of view of the Committee, as presented, may be illustrated in the following:

"We may, in concluding this report, recall its main contention. We consider that our Secondary Education has been too exclusively concerned with the cultivation of the mind by means of books and the instruction of the teacher. To this essential aim there must be added, as a condition of balance and completeness, that of fostering those qualities of mind and that skill of hand which are evoked by systematic work of the kind described in this report. We think that the time has now come when every Secondary School should provide for the teaching of some branches of Educational Handwork, should make them an integral part of its curriculum, and give them a position on the same level with the other subjects studied. The value of such work, both as an element of a general education for all pupils and as a preparatory training for the special needs of some, has been amply demonstrated by the wide and representative body of evidence which we have had before us.

"We have endeavoured to show, as clearly as possible, the practical difficulties that at present hinder the legitimate development of handwork subjects. Among these two are of chief importance: first, the lack of recognition and adequate means of education and training for their teachers; secondly, the restricting influence at present exercised on school work by external examinations. We consider that the information we have received during our consideration of this report supplies further evidence as to the need for altering our existing system of examinations in Secondary Schools on which we have already reported to the Board. These difficulties, and the means that we have suggested for overcoming them, we would commend to the earnest consideration of all those who are engaged or interested in Secondary and Higher Education. But, above all, the attitude of depreciation too frequently adopted towards these branches of work must be revised in the light of fuller knowledge. It rests, as we

¹⁰⁹Board of Education: *Report of the Consultative Committee on Practical Work in Secondary Schools*, 1913, p. 1.

have seen, partly on uncriticised tradition, partly on misunderstanding of their nature and possibilities. We are confident that, when the importance of this side of education has been more widely realised, the practical difficulties in the way of progress will disappear."¹¹⁰

In the second part of the report containing the evidence presented to the Committee there are many programs and courses of schools illustrating plans for incorporating practical work into the curriculum. The programs of some of the schools conducting the experimental studies discussed above were included in this section of the report.

Two Committees were appointed by the Prime Minister in 1916 to inquire into the position of Modern Languages and Natural Science in the educational System of Great Britain.¹¹¹ Three years later (November 1919) the Prime Minister appointed a Committee to carry out a similar study for the Classics.¹¹² At about the same time (May 1919) the President of the Board of Education appointed a Committee to study the position of English in the educational system.¹¹³ The following comment was made in the *Report* for 1921-22.

"The Board have had under consideration the recommendations contained in the Reports of the Committees which were appointed to consider the position of Natural Science, Modern Languages, Classics, and English in the educational system of the country; and in the Explanatory Note to the Regulations and again in a Circular issued in December 1922 (Circular 1294), the Board set out certain conclusions which they had reached upon consideration of the Reports. The question raised by the Reports which is of most immediate importance is that of the amount of time which should be allowed to each subject. Though the minimum time for particular subjects considered desirable by the various Committees are doubtless reasonable, yet when added to the time claimed for other subjects they make up a formidable total; and on that basis the claims of individual subjects could be met, if at all, only with the greatest difficulty. The principle that the curriculum of a Secondary

¹¹⁰*Ibid.*, p. 65.

¹¹¹Committee on the Position of Modern Languages (appointed by the Prime Minister): *Report*, 1918, 82 p.

Committee on the Position of Natural Science (appointed by the Prime Minister): *Report*, 1918, 86 p.

¹¹²Committee on the Position of Classics in the Educational System of the United Kingdom: *Report*, 1921, xxii + 308 p.

¹¹³Departmental Committee on the Position of English in the Educational System of England: *Report*, 1922. xv + 394 p.

School should be primarily general in character is not disputed, but it is clear that a sufficient margin of time should be left for the individual tendencies of schools and their staffs to operate, and if every subject claims a larger place in the general curriculum this margin will inevitably disappear. In these circumstances the Board consider that it has become necessary for schools in planning their timetables to exercise a greater freedom than has hitherto been customary; less insistence should be laid on the general character of the curriculum; there should be a wider liberty in the allocation of time to different subjects, and even in omitting subjects from the curriculum altogether, at least for some pupils at some stage of the course, they have expressed their readiness to consider on their merits any proposal placed before them."¹¹⁴

In the Circular (1924) mentioned above the following table was given. It represents the minimum claims of subjects represented. This table is planned for the middle forms (ages 13-16) of a Boy's School.

SUBJECTS	PERIODS PER WEEK
English	2-4
Languages (two)	9
Science	6
History	2
Geography	2
Scripture	1
Mathematics	6
Drawing	2
Music	1
Manual Work	2
Physical Exercise	2
	35-37

"On the basis of seven periods a day, e.g. four periods of 45 minutes in the morning and three in the afternoon for five days per week, a full week consists of thirty-five periods. It is evident, therefore, that the minimum claims of individual subjects can be satisfied, if at all, only if no additional provision whatever is made to meet the particular needs of individual schools."¹¹⁵

¹¹⁴Board of Education: *Report for the year 1921-1922*, p. 30 f.

¹¹⁵Board of Education: *Curricula of Secondary Schools in England* (Circular 1294), 1922, p. 2.

In July 1920 the Board of Education asked the Consultative Committee to advise them as to "whether greater differentiation is desirable in the curriculum for boys and girls respectively in Secondary Schools."¹¹⁶ The Committee discussed in considerable detail the historical development of the curriculum for boys and girls, the differentiation allowable and practiced under existing regulations and the underlying factors with reference to such differentiation. The recommendations, in general, were toward greater freedom to adapt the curriculum to meet the needs of individuals, especially for girls, and that the examining bodies recognize this differentiation in their requirements. It was suggested that a more prominent place should be assigned to aesthetic subjects, including Music, Art and other forms of aesthetic training. The report represents a very careful study of the problems presented to the Committee and contains much valuable material.¹¹⁷

Since 1923 the attention of the Board of Education seems to have been centered upon the reorganization of the advanced instruction in the public elementary school (see chapter III above) and advanced courses in the secondary schools.

SPECIALIZATION OF INSTRUCTION

The Board of Education in the *Report* for 1911-12 called attention to the possibility, under the elastic provision of the Board's Regulations, of a specialization of the curriculum to meet peculiar needs of individuals or of particular localities. This might be secured by giving a definite bias throughout the course or by specialization in particular fields in the later years of the course especially after the age of about 16.¹¹⁸ The first type of adaptation was discussed as follows:

"The development of what may be called Vocational (as distinct from Technical) work in Secondary Schools is a feature of educational progress to which the Board have given much attention. In this matter

¹¹⁶Board of Education: *Report for the year 1920-1921*, p. 8.

¹¹⁷Board of Education: *Report of the Consultative Committee on Differentiation of the Curriculum for Boys and Girls respectively in Secondary Schools*, 1923, xvi + 193 p.

¹¹⁸Board of Education: *Report for the year 1911-1912*, p. 73.

figures are difficult to give, because the amount and kind of such work vary greatly, nor is it possible to draw a clear line between instruction which has a distinct vocational object and instruction which (as all instruction should be) is planned with regard to the circumstances of the pupils and the direction which their activity in after life will most probably take.

"A year ago, the Board obtained from their Inspectors lists of schools providing courses which on the whole might reasonably be described as having a definite vocational bias. 74 schools were returned; 34 of these provided a course of a rural or agriculture character, 25 a commercial course, 14 a domestic science course (for girls), and 8 an engineering course (for boys). Rural and commercial courses are found in both boys' and girls' schools. It has been made a criterion, as regards commercial courses, that they definitely prepared pupils to take up commercial work on leaving school (thus a mere course in shorthand and typewriting was excluded and similarly as regards engineering courses, that they were specially arranged for boys who meant to go into engineering direct from school, and were of a more advanced and specialised character than the course in metalwork which in many schools is found as an extension of the course in woodwork. So, too, as regards domestic or housecraft courses, instruction in needlework is obligatory in all girls' schools, and instruction in cooking is a common feature in their curriculum, but a vocational course was defined as one combining other subjects of housecraft with these in a course which has for its distinct object preparation for general household work whether in the home or under an employer."¹¹⁹

Advanced Courses. The second form of specialization, that of advanced courses was called to the attention of the School Authorities and the Board's attitude toward such courses was expressed in the *Report* of the year 1911-12.

"The Board are prepared to approve suitable schemes for this specialisation of higher work in Classics, in Mathematics and Physical Science, in Modern Languages, taken in connection with History or Economics, in Art, and as regards girls in the important group of subjects included within the general term of Housecraft, such as Cookery, Laundrywork, Housekeeping and Household Hygiene, Dressmaking, and the care of the sick or of babies and young children.

"The only conditions which must be fulfilled are (1) that such specialisation must not be begun until a good foundation of general education has been laid; (2) that it must not be carried so far as to encroach on the proper sphere of the Technical School or other institution of specialised instruction; and (3) that the premises, staff, and equipment

¹¹⁹Board of Education: *Report for the year 1912-1913*, p. 110

are adequate to allow of its being carried out efficiently and without damage to the work of the main body of the school.”¹²⁰

Evidently these courses did not develop to the extent desired or expected, since in the Regulations of 1917 further stimulus was given through a special grant for such work.

“Recent investigation has fully confirmed the view that the Secondary Schools are not sending forward to the Universities and other places of higher education and research a number of properly qualified students adequate to the national need. The Board regard this deficiency as due in some measure to insufficient provision for the organisation and aid of advanced work in Schools which not only provide a sound and well-organised general education up to the age of 16 or over, but retain a proportion of pupils up to the age of about 18. New and important provisions for meeting this deficiency are contained in Chapter VIII of these Regulations.

“In order to be recognised under this Chapter, an advanced course must be planned to extend over two years after the stage of a general education has been reached which is marked by a First Examination approved as such by the Board and adapted to pupils of a normal age of about 16. It must provide advanced instruction in a group of subjects together with sufficient provision for concurrent instruction in other subjects of a general curriculum. The Board will have to be satisfied, before recognising an advanced course in any school, that the organisation of the whole School is satisfactory, and that there will be no premature specialisation on an insufficient basis of broad general education.

“It will be a condition of the Board’s recognition of a Course under this Chapter of the Regulations that it is taken by a sufficient number of qualified pupils to justify its existence and its claim to special aid from the State, and that the staff allotted to it is suitable and adequate in number and qualifications. The Board will also consider the extent to which the advantages of the Course are made accessible by the provision not only of Free Places, but also Maintenance Allowances for pupils who would be unable to follow the Course without such financial aid.

“The Advanced Course must be in one or other of three groups of subjects, namely:

(1) Science and Mathematics: in which preponderance may be given either to Science or to Mathematics, provided that adequate instruction is provided in the other subject also, and that each is kept in proper relation to the other.

(2) Classics: i.e., the Latin and Greek languages, together with the literature, history and civilisation of Rome and Greece.

¹²⁰Board of Education: *Report for the year 1911-1912*, p. 73.

(3) Modern Studies: which must include the study of two languages other than English, with their literature, (b) modern history on broad lines, and including the history of England and Greater Britain, but also bearing special relation to the two languages chosen. For this purpose the term 'modern' is to be taken in a wide sense; it must include as regards History, and may include as regards Literature, the period which is usually called Medieval in distinction to a more limited sense of the word modern. Latin, as the common language of Europe until comparatively recent times, and as necessary for the effective study of History, up to the 17th century, may be one of the two languages taken in this Course. But the linguistic study of the medieval forms of a modern language, except incidentally, falls beyond the scope of this Course.

"Two, or even in rare cases all three, of these Advanced Courses may be organised in a large School where a considerable proportion of the pupils remain until about 18, and from which many of these regularly pass on to a University. But in most cases it is anticipated that the number of advanced pupils in the School will not allow of more than one Course being organised. The Local Education Authorities and Governing Bodies of the schools in any area should endeavour so to arrange that each of the three groups may be, if possible, represented at a School or Schools within the area, and that overlapping, as well as total absence of provision for any of the three groups, may be avoided. For the same purpose, the Board urge consultation and co-operation between the Local Education Authorities for adjoining areas, and, more generally, between the Authorities of all Secondary Schools, independent of area, which are in fact accessible to the same population. It is not contemplated that in any case an Advanced Course will be followed by the whole of the pupils who remain at school after reaching the age and standard at which such a Course may be begun. For some, and indeed many, pupils it may be more profitable to continue the ordinary curriculum. In determining whether there will be a reasonable number of pupils taking any Course submitted for recognition, the Board will have regard to the circumstances of the School and of the area concerned. They desire, however, to impress on School Authorities that in the majority of Schools on the Grant List the effective organisation of an Advanced Course is not at present possible, and must be deferred until these Schools have reached a much higher Standard than at present, both in general organisation and particularly in the duration of School life.

"In respect of each Advanced Course recognised by the Board a special Grant, additional to the Grants under Chap. VII, [given above p. 109] will be made to the School. This Grant will not be calculated on the number of pupils following the Course, but will be a fixed sum. It will in no case exceed £400, but this sum may be reduced for any School in which the Board are of opinion that the full Grant is not necessary for

the effective provision and maintenance of the Course. The first charge on this Grant will naturally be for the provision, and adequate remuneration, of the specially qualified staff which such a Course will require."¹²¹

These proposed regulations were admitted to be tentative and provisional but it was thought that criticism would be more valuable if based on a trial of the proposed plan. This trial took place in the year 1917-18 during which the Board were "in constant communication with those schools which have applied for recognition of Advanced Courses, with expert teachers, and with Educational Associations, and they have received many valuable suggestions as well as criticisms. The revised form in which the provisions now appear is the result both of experience and of careful consideration of all representations made from these and other quarters."¹²²

The first two types of Advanced Courses called A and B were not materially changed in the new regulations. The modern Studies or "C" Course, however, came in for considerable criticism because of the requirement of two foreign languages. Inasmuch as the study of German could not be pressed in 1917, Latin, as the only other language of assured position in the curriculum, was permitted to be used as the second language, French being usually the first. As a result of the experience of the first year of the regulations and the conferences, mentioned above, it was decided "to limit the linguistic requirements of the Course to the advanced study of one modern foreign Western European language and its literature, with either the study of a second modern foreign language or work of good scope and standard in English Language and Literature."¹²³

Those who were interested in the study of Geography and Commercial subjects criticized the lack of provision for those subjects in the *Regulations for Advanced Courses*. The Board felt that in the case of Geography there was "no evidence of the existence of any body of school practice which either indicates

¹²¹Board of Education: *Regulations for Secondary Schools in England, excluding Wales and Monmouthshire*, 1917, p. 7 f.

¹²²Board of Education: *Regulations for Secondary Schools (In England excluding Wales and Monmouthshire)*, 1918, p. 5.

¹²³Board of Education: *Memoranda on Teaching and organisation in Secondary Schools. Advanced Courses* (Circular 1112), 1919, p. 7.

a probable demand for such provision or supplies the experience necessary to the determination of the content of the suggested type of Course."¹²⁴ Attention was called to the fact that under the flexible provisions of the type "C" Course ample provision could be made for a considerable time to be used for either Geography or Commercial work. It was further stated that the Board were prepared to give special grants, under the article providing for subsidiary educational experiments, to schools desiring to organize special courses.¹²⁵

A fourth type "D" of Advanced Course was introduced in the *Regulations* for 1921 to be recognized beginning the 1st of August 1922. The main subjects of study were to be the "civilization (i) of Greece or Rome; and (ii) of England or another country of Western Europe in modern times as embodied in their language, literature and history."¹²⁶

A fifth course "E" was provided for in the *Regulations* for 1922 recognition of which was to begin the 1st of August 1923. This course was to include Geography combined with two other subjects, approved by the Board, of which at least one must be History or a Science. It was also provided that the maximum grant for Advanced Courses would be £1200.¹²⁷

The Board, in 1924, further broadened the scope of the Advanced Courses to include any approved combination of subjects. They gave as the reasons for such a change that while they

"were satisfied that the principles underlying their Advanced Course Regulations were sound they considered that the time had come when, in certain directions, the provisions of the Regulations could advantageously be modified and a larger measure of freedom and initiative allowed to School Authorities. The Regulations were accordingly extended to permit of the consideration on their merits of proposals for the establishment of courses in any combination of subjects. The Regulations were also modified to give schools a greater freedom in the selection of the subjects to be studied in addition to the main subjects of the course. It was made

¹²⁴*Ibid.*, p. 10.

¹²⁵*Ibid.*, p. 10.

¹²⁶Board of Education: *Regulations for Secondary Schools, England, 1921*, p. 4.

¹²⁷Board of Education: *Regulations for Secondary Schools, England, 1922*, p. 19.

clear that it was not necessary that all pupils should study the same additional subjects."¹²⁸

The next logical step was taken in the *Regulations* for 1926 when no particular groups of subjects were specified but the school authorities were given the opportunity of submitting for the approval of the Board such groups of subjects as they saw fit. It was anticipated that the groups so proposed would fall into one of the groups specified in the *Regulations* for 1924 and the letters were to be continued in use in the List of Secondary Schools (List 60). Those letters and courses were A. Science and Mathematics; B. Classics; C. Modern Studies; D. Classics with Modern Studies; E. Geography; and F. other combinations of subjects.¹²⁹

The following table is presented to show the growth in the number of Advanced Courses since they were recognized in 1917.

It is clear from Table XIII that the greatest rate of increase in recognition of Advanced Courses occurred during the five years beginning with 1917-18. There are more Courses organized for boys than for girls when all types of work are considered. The large majority of the Courses are of the two types, Science and Mathematics, and Modern Studies. No inference can be made from the table in regard to the number of pupils enrolled in Advanced Courses and such statistics have not been published. Some estimate of the change in numbers in these courses can be gained from examination results which will be shown later in this chapter.

It should not be inferred that all the Courses recognized one year are represented in the number for the year following. In 1923-24 11 Courses ceased to be recognized through lack of sufficient courses or other causes although two of them were replaced by courses of a different type.¹³⁰ Recognition was also given to Courses in schools not on the Grant List, although

¹²⁸Board of Education: *Report for the year 1923-1924*, p. 68.

¹²⁹Board of Education: *Education in England and Wales, 1925-1926*, p. 46.

¹³⁰Board of Education: *Report for the year 1923-1924*, p. 72.

TABLE XIII
NUMBER AND TYPES OF ADVANCED COURSES RECOGNISED BY THE BOARD OF EDUCATION, IN ENGLAND

[illegible]

three such Courses was the largest number found to be so recognized.¹³¹

INSPECTION

Inspection of Secondary Schools by the Board of Education was made possible under the provisions of the *Board of Education Act, 1899* (see p. 20 above). The request for inspection had to come from the school and a fee for such service had to be paid. Relatively few schools availed themselves of this service. The number inspected under this arrangement was 36 in 1900-01, 85 in 1901-02, 130 in 1902-03, 127 in 1903-04, 26 in 1904-05 and 25 in 1905-06.¹³² In addition to such inspections the Board also inspected schools by reason of their being the successors of the Department of Science and Art and the Charity Commissioners, and their relation to the Pupil-Teacher Centres under the Regulations for such schools.¹³³

The real beginning of inspection of Secondary Schools came with the year 1904-05. The *Regulations* of that year defined a secondary school in a very broad way and required inspection of a school so described as a condition for grant. The Board's Inspectorate had been reorganized in 1903 and a separate Secondary Schools branch was set up. It was to this new Branch, made up, in part, of those who had been gaining experience in the inspection of such schools since 1900, that the duty of inspecting schools to be recognized under the new Regulations, was assigned. The plan of what was called a "full inspection" was begun at that time and has continued to be used up to the present,¹³⁴ with the exception that during the war such inspections were necessarily discontinued.¹³⁵ A very complete description of "full inspections" was given in the *Report* for 1913-14. It so effectively described the procedures and the reasons for these procedures that it is quoted practically in full.

"The Full Inspection of a Secondary School takes place, with due notice, at intervals varying from four to six years. It is conducted by at

¹³¹Board of Education: *Education in England and Wales, 1925-1926*, p. 47.

¹³²Board of Education: *Report for the year 1905-1906*, p. 48.

¹³³*Ibid.*, p. 48.

¹³⁴Board of Education: *Education in 1929*, p. 20.

¹³⁵Board of Education: *Report for the year 1921-1922*, p. 33.

least two inspectors, and sometimes by six or eight, according to the size of the school and the nature of the curriculum. It lasts at least two days, and more often from three to five, but never more. It closes with a meeting between the Inspectors and the Governing Body, during part of which the Headmaster or Headmistress is always present. A report of considerable length and detail is sent to the Governing Body, the Headmaster, and in most cases the Local Authority, but can only be published with the consent of the Governing Body. It aims at reviewing every side of the school's activity and the circumstances under which it works. Thus it deals with the type of the school and its place, if any, in the local system, its mode of government, its finance, its curriculum as a whole and in detail, its standard of work, its scholarship system, its out of school activities and its corporate life. On any of these subjects it may make recommendations and suggestions for alteration. In the case of Secondary Schools within the Board's jurisdiction the Board may decide to take administrative action, and bring pressure to bear upon the school to carry out the recommendation. Where any breach of the Board's Regulations for grant is revealed, such pressure follows as a matter of course, but the report is by no means confined to that narrow sphere. It always contains a great deal which is in the nature of suggestion, and hence there remains to the Headmaster and to the School Authorities much room for discretion as to the adoption or otherwise of the suggestions made. In the case of schools which have asked for inspection and which are outside the Board's jurisdiction, any steps which the school may take as a result are matters entirely for its own decision.

"This method of inspection by means of a body of Inspectors, as contrasted with 'one-man inspection,' is due to the nature of a Secondary School. Where the curriculum of a school embraces a wide variety of subjects, each of which may be carried to a fairly advanced stage, it would be clearly difficult for a single Inspector, however well qualified, to judge adequately—still more to judge equally—the efficiency of the teaching in the various subjects. Hence the Board have found by experience, not only in the case of Secondary Schools, but also in the case of advanced Technical Schools, Schools of Art, Training Colleges, and in some types of Elementary School (notably the new Central Schools) that a full inspection by a body of Inspectors is necessary to form an adequate idea of the work of the institution. It is not so much that the skill of the specialist is needed to inspect specialists; it is rather that, in the case of an advanced institution, it is usually beyond the powers of a single Inspector to form the collective judgment that is needed on the work and life of the institution as a whole.

"Broadly considered the aim of a Full Inspection is always the same, and the questions which the Inspectors set themselves to answer are simple enough. What are the circumstances and the aim of this school? What

measure of success has it attained? What can be done to help it? To answer questions of this kind in the course of an inspection of two or three days may seem to the critic a too ambitious task. Experience has proved on the whole, in the course of the last 10 years, that they can be answered, and in such a way as to give really useful help.

"This is possible because the Inspectors bring to their task a power of observation based on wide and varied experience. They make no claim to be either abler or better teachers or schoolmasters than many whom they meet in the course of their work. So far as that aspect of things is concerned, they are no more than equals among equals. But, whereas the Staff of a School collectively and individually, have long had their attention and energies centered on one school—and all who have taught know well how absorbing the teachers' problems and difficulties are—the Inspectors see every variety of school, and cull ideas from them all. This is not a difference which need create any element of antagonism between the schoolmasters' point of view and that of the Inspectors. On the contrary, the Headmaster and his Staff are co-operating with the Inspectors in a work for which the different qualities and experience of both are needed. They unlock for the Inspectors' benefit that fund of knowledge of their school which their long and close acquaintance with it gives them. Their contribution is both conscious and unconscious; it is made in the course of that informal and incidental interchange of ideas which is one of the most characteristic and most valuable features of the Full Inspection.

"Nor do the Inspectors come to the school altogether ignorant of its character; one of them at least—the District Inspector—will know a good deal about it. They will all have seen much information as can readily be put into tabular and concentrated form. Particulars as to the Governing Body, the Staff and salaries, age-range of pupils, scholarship system, curriculum and time-table, classes from which pupils are drawn and occupation to which they go—all of which can be obtained before hand either from the school or from sources already in the Board's or the District Inspector's possession—give a fairly clear picture of the kind of school it is. On the days of inspection the Inspectors get to work with this preliminary material behind them; they listen to the lessons given in the subjects of which they have special charge, question at times the class, look at records of past work, and discuss with the Masters and Mistresses points of interest as they arise. By following the general routine of the school-day, they get in touch with the pupils; first impressions are corrected or corroborated, apparent weaknesses are inquired into, individual or special features begin to stand out, and there grows up in the mind of the Inspector a fairly clear and detailed view of the school so far as his share in the work is concerned. When, toward the close of the inspection the impressions and conclusions of individual Inspectors come to be compared and discussed, something like a collective judgment begins

to emerge, and they are able to settle the many points to be raised at the Governors' meeting which is to follow.

"The meeting with the Governing Body which concludes a Full Inspection is, from the Inspectors' point of view, invaluable. It gives practical expression to the view of the Board that the Governing Body of a Secondary School has duties and responsibilities which are not confined to the appointment of the Headmaster and the discharge of financial business, but requires them to be fully cognisant of the conditions and needs of the school, and in close touch with the locality which it serves. If the Inspectors have formed views during their inspection, both as to the condition of the school and as to what is needed to increase its usefulness, it is indispensable to them to know what views the Governors entertain. What is their policy and what their practical difficulties. The meeting with the Governors is fruitful and useful just insofar as it leads to a frank interchange of opinion. It not infrequently results in a modification of view on either side. During the last twelve years the machinery of higher educational administration has undergone a gradual transformation. The large expenditure of public funds has been accompanied by an equally large increase of local responsibility and control. The greatly increased representation now secured to local authorities upon the Governing Bodies of all locally aided Secondary Schools is one aspect of this movement and a most important one. Such transitional periods have their dangers as well as their opportunities, and it may be claimed for the meetings between Governing Bodies and Inspectors which have accompanied inspection that they have tended to minimise the former and emphasise the later. . . ."

"Without claiming finality for this or any other method of inspection, it may be said that the method of Full Inspection has served a definite purpose, and has enabled the State as perhaps no other method could have done, at once to discover and to discharge its appropriate function in the field of secondary education—to safeguard the public against the misapplication of public funds, to keep the public informed of the progress of Secondary Education, to bring general experience to bear on particular problems, to advise and assist those engaged either in the organisation of education or in the actual conduct of schools."¹³⁶

No evidence was found to show that the above extract was not applicable, in general, to the full inspections since that time.

All secondary schools in receipt of grants and such other schools as desired inspection which on preliminary evidence submitted were not obviously *inefficient*,¹³⁷ were inspected free

¹³⁶Board of Education: *Report for the year 1913-1914*, p. 35 f.

¹³⁷Board of Education: *Report for the year 1913-1914*, p. 27.

of charge and if efficient were placed on the *List of Secondary Schools and Preparatory Schools recognised by the Board as Efficient* (List 60, see p. 88 above). The number of such schools is shown in Table VII, (p. 102) for the period 1907-29.

The number of full inspections averaged about 200 a year from 1905 to 1915. The number in 1918-19 was 42, in 1919-20 there were 327, in 1920-21 there were 290 and for 1921-22 the number was 285. It was decided in that year that full inspections should be held every ten years instead of every five as was the custom before the war.¹³⁸ The number of full inspections since 1922 has varied from 166 to 219, the latter being the number in 1929.¹³⁹

EXAMINATIONS

Examinations for secondary school pupils, especially those given by universities and other external bodies, have been valued by the Board of Education as aids, supplementary to inspections, in judging the efficiency of the schools. In the schemes of endowed schools coming under the jurisdiction of the Board, a clause is usually included providing for the examination of pupils in the schools by an external body. Such examinations are usually required to be given at least every two years and reports of the results are to be sent to the Governing Body and to the Board of Education.¹⁴⁰ In the case of the unendowed schools on the Grant List the Board of Education suggest that in the Articles of Government, which each school must have, some provision be made that the Governing Body should require the school or some part of it to be regularly examined by a University or other examining body approved by the Board. The *Regulations for Secondary Schools* provide that the Board may require a school to be examined by an approved examining body which body is to send copies in duplicate to the Board of Education. Pupils may not, except with the previous permission of the Board, be presented for an external examination of a general character below that usually taken at the

¹³⁸Board of Education: *Report for the year 1921-1922*, p. 33.

¹³⁹Board of Education: *Education in 1929*, p. 20.

¹⁴⁰Board of Education: *Report of the Consultative Committee on Examinations in Secondary Schools, 1911*, p. 60.

average age of 16 except one given solely for the awarding of scholarship.¹⁴¹

The field of examinations was very complex during the early part of the period under review. There was little co-ordination or co-operation between examining bodies and there were many of them. Some idea of the complexity of the situation may be judged from a study made by the Lancashire Education Committee. A total of 26 external examinations were taken by some schools in that county in one year. The number of schools which had pupils taking the examinations and the number of pupils entered for each are given below.¹⁴²

Examination	Number of Schools	Number of Entries
London University, Inter. B. Sc.	1	1
" " Matriculation	3	4
Northern Universities "	12	93
Oxford and Cambridge, Higher Certificate	1	6
Cambridge Teachers' Diploma	1	2
Preliminary for Elementary School Teachers' Certificate	8	103
Froebel Elementary	1	10
Oxford Local, Senior	22	322
" " Junior	18	273
" " Preliminary	5	66
Cambridge Local, Senior	5	27
" " Junior	5	50
" " Preliminary	3	36
College of Preceptors, First Class	1	22
" " " Second "	3	20
" " " Third "	1	30
" " " Lower Forms	1	16
Liverpool University, Entrance Scholarship	1	1
Whitaker Exhibition	1	1
Lancaster County Council Sec. School Scholarship	4	9
" " " Bursary	7	70
" " " Senior Exhibition	11	46
" " " Junior "	9	55
Scholarship at Repton	1	1
Civil Service, Boy Clerkship	2	2

¹⁴¹e.g. see *Regulations for Secondary Schools, England, 1922*, Article 35,

¹⁴²Board of Education: *Report of the Consultative Committee on Examinations in Secondary Schools, 1911*, p. 48.

It was further shown that in the cases of 1070 pupils having a school life of five years without changing schools

292	took	2	examinations
181	"	3	"
50	"	4	"
33	"	5	"
10	"	6	"
3	"	7	"

569 took more than one examination.¹⁴³

The Board of Education took notice of this chaotic condition in the field of external examinations and asked the Consultative Committee "to consider when and in what circumstances examinations are desirable in Secondary Schools (a) for boys and (b) for girls."¹⁴⁴

The Committee presented their *Report* in 1911. In the Introduction they said, "It would be difficult to exaggerate the importance of the question of examinations in Secondary Schools, or the complexity of their present organisation. The influence of these examinations, especially of those which are external, appear to penetrate and pervade the whole life of the schools. At the same time the intricacy of the system under which they are conducted is simply bewildering. Many, probably most, of the individual examinations, possess a most efficient organisation; but there is no unifying force at work, and the combined effect of the energies of many different and independent bodies has been to produce what one of our witnesses not unreasonably described as a state of chaos."¹⁴⁵

After taking evidence from witnesses, making investigations, and studying the results of other investigations, the Committee found the following weaknesses in the then existing system of external examinations: curricula, methods and experiments in secondary schools were restricted; certain important aspects of school life were disregarded; the teacher was not considered sufficiently by the external bodies; an accepted

¹⁴³*Ibid.*, p. 51.

¹⁴⁴*Ibid.*, p. 1.

¹⁴⁵*Ibid.*, p. 1.

standard for external examinations in Secondary Schools was difficult to find; the Universities and Professions were to some extent defeating their own ends by their demands upon the schools; these examinations caused mental and physical overstrain; the existing system failed to keep abreast of the recent developments in the best secondary schools.¹⁴⁶

The Committee's principal recommendations as regards examinations were as follows:

"(i) The first external examination to be taken normally by a pupil in a Secondary School, save for what may be found necessary in the form of admission or scholarship examinations, should be one which would be a suitable test of the general attainments of an average pupil of 16 years of age.

(ii) This examination should be of such a kind that success in it may be regarded as a guarantee of a good general education in a Secondary School. It should not be simply a guarantee of a certain amount of mental attainment. What seems to be wanted is something which recognises the whole body of the school's work and the pupil's energies. The examination, therefore, must not only be specially devised to meet the whole of the needs of the schools. It must also be confined to such pupils as can reasonably claim to have had a Secondary School education. To make good such a claim we think pupils should comply with two conditions. They should in general have reached the class in which the average age of the pupils is 16, and they should have been in attendance for at least three years in one or more approved Secondary Schools after the age of 12. We suggest that the examination should be called the Examination for the Secondary School Certificate, so that its name may convey a perfectly clear idea to the public of what it really is.

"(iii) This examination should be, in a sense, quite distinct from any of the external examinations now conducted in Secondary Schools. It need not, however, be an entirely new examination conducted by entirely new examining bodies. It must remain a matter for future conference whether any of these bodies would adapt any of their existing examinations and bring them into line with the new principles we recommend, retaining their independent organisations but admitting the combination of inspection and agreeing to co-ordinate their standard by means of some central council. This is largely a matter of machinery. . . . For the moment it is sufficient to make it clear that we recommend that the existing variety of external examinations should be replaced by what we have termed the 'Secondary School Certificate Examination,' but that we use this term to mean either one examination, by whomsoever conducted, or several examinations

¹⁴⁶*Ibid.*, p. 71 f.

which, though conducted by different bodies, are of the same character and standard, are guaranteed to be so by some approved central council, and are generally accepted as genuine equivalents.

"(iv) The only other external examination to be taken by the ordinary pupil in a Secondary School. . . . should be one which would be suitable to the attainments of pupils of an average age of 18 or 19."¹⁴⁷

The principles underlying an improved examination system were:

"(i) Examinations which are conducted by external examining bodies and of which the primary object is an educational one, should be brought into intimate connection with inspection, the existing system of inspection being modified and developed to meet new needs.

"(ii) The existing multiplicity of external examinations (including those of Universities, and professional and other bodies), the claims of which at present so frequently interfere with the best work of the schools, should be reduced by concerted action.

"(iii) All external examinations should be so conducted as to assist and emphasise the principle that every Secondary School should provide, for pupils up to an average of 16, a sound basis of liberal education, which, though necessarily of the same type in all schools, would serve as a foundation upon which varieties of further education could be based. . . .

"The Committee would add that they consider that there should be a central body responsible for the administration of the system, and that this central body should take the form of a central council constituted specially for the purpose with the approval of the Board of Education and work in co-operation with it."¹⁴⁸

The Board, upon receiving the Report, expressed approval of it but felt that progress must be made slowly. As a first step they instituted a series of conferences to which representatives from each of the English Universities were invited. In September 1917 the Central Council, the Secondary School Examinations Council, was appointed. It consisted of representatives of the examining bodies, the Teachers' Registration Council, and the Associations of County Councils, of Municipal Corporations, and of Education Committees.¹⁴⁹

The Council reviewing their work in 1922 said:

"It is now five years since the Council came into existence. In that time they have investigated the standards and methods of award of eight

¹⁴⁷*Ibid.*, p. 106.

¹⁴⁸*Ibid.*, p. 103 f.

¹⁴⁹Board of Education: *Report for the year 1916-1917*, p. 7.

School and eight Higher Certificate Examinations and have taken effective steps to secure that the methods in each case are satisfactory and the standards maintained at a reasonably uniform level both from year to year and as between one examination and another. They have been able to arrange for the acceptance of the Certificates of these examinations by some fifteen of the leading Professional Bodies, and have also secured that nearly all the Universities of England and Wales accept for matriculation the Certificates of other approved examining Bodies on the same terms as they accept those awarded by their own. . . .

"When it is remembered that only five of the eight School Certificate Examinations, and only two of those for the Higher Certificate were in existence in 1917, that the new Examining Boards had necessarily to gain experience, and that, as the Regulations for all Certificate Examinations are published a year or more in advance of the examination, the recommendations of the Council can rarely be carried into immediate effect, it will perhaps be felt that there is no reason for dissatisfaction at the substantial advance that has been made during the last five years in the co-ordination of examinations."¹⁵⁰

A special grant, not to exceed £2, has been paid since 1918 in respect of each pupil entered for an approved First or Second Examination from a school in receipt of grants. After the Education Act, 1918 came into effect, this grant as such, was paid only to schools not maintained by the local education authority. In the case of schools maintained by the local authority all such expense is recognized in the net expenditure of which one half is paid by the Board.¹⁵¹

The work of the Council, as reported in the annual reports since 1922, has been a continuation of the activities of the Council up to that date. Detailed tables of subjects with the number of entries and the percentage of passes are given for both the first and second examinations.

The following table is presented to show the growth in the number of pupils taking these two examinations since they were begun. They also serve as a basis for judging the increase in the number of pupils staying on in Secondary Schools for Advanced Courses or advanced instruction after passing the School Certificate examination. The data for the last four years are not published separately for England and Wales.

¹⁵⁰Board of Education: *Report for the year 1921-1922*, p. 41.

¹⁵¹Board of Education: *Regulations for Secondary Schools (In England, excluding Wales and Monmouthshire)*, 1918, Article 44.

TABLE XIV
APPROVED EXAMINATIONS FOR PUPILS IN SECONDARY SCHOOLS ON THE GRANT LIST, IN ENGLAND

YEAR	FIRST EXAMINATION				SECOND EXAMINATION			
	No. of Schools	Number of Pupils who			No. of Schools	Number of Pupils who		
		Entered	Actually took Exam.	Passed		Entered	Actually took Exam.	Passed
July 1918	780	14,232	.....	.....	127	550	.....	.....
1919-20	960	22,292	.....	.....	368	2,032	.....	.....
1920-21	1007	25,599	.....	.....	510	3,026	.....	.....
1921-22	1056	29,789	.....	.....	593	3,807	.....	.....
1922-23	1083	33,736	33,250	23,152	654	4,354	4,300	3,038
1923-24	1109	35,616	35,079	23,559	698	4,797	4,718	3,242
1924-25	1126	36,809	36,235	25,434	794	5,197	5,101	3,455
1925-26*	1293	43,122	42,515	28,580	965	6,380	6,285	4,278
1926-27*	1305	.....	43,752	29,996	1018	.....	6,681	4,606
1927-28*	1325	.....	44,645	31,752	1056	.....	7,171	5,162
1928-29*	1325	.....	47,410	34,161	1083	.....	7,560	5,222

*These data for the years 1925-29 inclusive apply to England and Wales.

THE PRELIMINARY EDUCATION OF PUBLIC ELEMENTARY SCHOOL TEACHERS

The efforts of the Board of Education in relation to the preliminary education of public elementary school teachers, during the period under review, have been directed toward stimulating the provision for full-time secondary school training. All the regulations of the Board which have been made to increase and improve the accommodation and training in the secondary schools, as described above, have, therefore, affected the education of those intending teachers who have had their preliminary education in such schools.

Previous to 1903 pupils who intended to become elementary school teachers might be recognized as probationers between the ages of 13 and 16. Such probationers might be employed half-time as teachers, but the managers of the schools were supposed to provide some form of instruction for them. Candidates were eligible for appointments as pupil-teachers, whether they had been probationers or not, at the age of 15 or in rural areas 14. The period of recognition as a pupil teacher was usually four years, which might be shortened if the accomplishments of the candidate justified it, during which half-time was spent in teaching and the rest of the time was spent, under the supervision of the head teacher, in learning the art of teaching and other instruction. In most cases this instruction was given in 'Pupil-Teacher Centres.' Both probationers and pupil-teachers were subject to an annual examination conducted by the Education Department of which the last taken by a pupil was called the "Queen's Scholarship Examination." Pupil-teachers who passed this examination in the First or Second Class were entitled to admission to state-aided training colleges.¹⁵²

Some minor changes in these arrangements were made in the years immediately preceding 1904. The normal period of pupil-teachership was reduced to three years from four by the *Code of 1900*, matriculation examinations were accepted by

¹⁵²Board of Education: *Report for the year 1908-1909*, p. 49.

training colleges as equivalent to the Queen's Scholarship Examination and the annual examination of pupil-teachers was discontinued from 1902. Thereafter they were examined at the beginning and at the close of their periods of recognition.¹⁵³

Some estimate of the variety and unsatisfactory character of the part-time training provided may be secured from the following extract from a rather detailed discussion of the general question of the preliminary education of elementary school teachers in the *Report for 1908-09*.

"The inadequacy of head teacher instruction, such as was implied in the theory of 'apprenticeship,' had gradually come to be acutely realised, and by 1902 'Central Classes' had become the ordinary method of instructing Pupil-Teachers in urban areas. But up to that date the general term 'Central Class' was used to cover instruction given in a great variety of ways and upon many different levels of efficiency. On the one hand, there were in some of the larger towns elaborate institutions established by the School Boards, usually in premises specially built for the purpose and with separate and often highly qualified staffs, to which Probationers and Junior Pupil-Teachers were sent during practically the whole of their time, while senior Pupil-Teachers attended for four or five afternoons each week. On the other hand, there were larger numbers of so-called 'Central Classes' at which teachers employed all day long in Public Elementary Schools gave instruction as they best could in the evenings or on Saturday mornings to Pupil-Teachers who themselves had also been employed in teaching all day long throughout the week. In rural areas such classes were sometimes held on Saturdays only, and Pupil-Teachers were brought together to them from a scattered neighbourhood by train. Where even such limited provision as this could not be made, the instruction given by head teachers was often supplemented through the somewhat desperate and mechanical device of Correspondence Classes."¹⁵⁴

There had been some attempts to utilize secondary schools for instructing intending teachers but the greatest stimulus was provided by the *Education Act, 1902* whereby the local education authorities were empowered to supervise both secondary schools and the elementary schools in which pupil-teachers were employed. This made it possible to organize more effectively the facilities for the educating of pupil-teachers in "Centres" forming parts of secondary schools or attached to such schools.

¹⁵³*Ibid.*, p. 49.

¹⁵⁴*Ibid.*, p. 49 f.

The Board of Education almost immediately began to take advantage of this new situation to secure more efficiently trained elementary school teachers. The *Regulations* for pupil-teachers for 1903 provided that after the 1st of August 1905 no pupil-teachers would be permitted to serve more than half time in an elementary school and had to receive half-time instruction in an approved "Pupil-Teacher Centre" throughout their engagement which might be for one or two years (exceptions were made in the case of rural districts to practically all the regulations in regard to age and period of employment). Probationers would be discontinued after August 1st 1904, and those who desired to become pupil-teachers were to attend full-time classes in higher elementary schools or secondary schools to the age of 16. Preparatory classes for intending pupil-teachers between the ages of 14 and 16 would be recognized where adequate provision was not available.¹⁵⁵

In the Prefatory Memorandum, the Board stressed the fact that millions of public money spent on elementary schools was wasted largely because of insufficient training received by the staff. They suggested that some effective means must be devised to attract the most intelligent and capable boys and girls in the elementary and secondary schools into the teaching profession. A scholarship scheme to enable intending teachers to continue their education in a suitable school up to the time they would become pupil-teachers was recommended to aid in improving the quality and training of elementary school teachers.¹⁵⁶ With these regulations the movement was started by the Board to provide secondary school training for the staff of elementary schools. Since this time it has been carried on more or less continuously. The point of view of the Board was clearly expressed in the Appendix of the *Regulations* for 1904:

"On the other hand, it is equally important at the present moment that fresh blood should be introduced into the Pupil-Teacher system by the drawing of candidates from Secondary Schools and by the utilisation of Secondary Schools to the fullest extent possible for the purposes of their

¹⁵⁵Board of Education: *Regulations for the Instruction and Training of Pupil-Teachers and Students in Training Colleges*, 1903, p. 6 f.

¹⁵⁶*Ibid.*, p. 10.

training. It is to be hoped, not only that a fresh source of supply may in this way be tapped, but also that the result may be to bring the Pupil-Teachers under the influence of a wider outlook and a more humane ideal of Education than have been possible under the difficult conditions generally prevalent in the past. Even where, merely as to instruction, a Secondary School presents no great advantage over a Higher Elementary School or a specialised Pupil Teacher Centre, there will be a social gain, if candidates are drawn from homes of more than one class and if something is thus done to break down the existing and undesirable barrier between Elementary and Secondary School Teachers."¹⁵⁷

The plan was to have intending teachers receive their education in preparatory classes or secondary schools up to the age of 16 and then begin their pupil-teacher employment. The course of instruction to be pursued during the half of the time spent in the "Pupil-Teacher Centre" had to include English (Language, Literature and Composition), History, Geography, Elementary Mathematics (including Arithmetic), Elementary Science (including practical work), Reading and Recitation (including voice production), Drawing and Physical Exercises. Boys were to be instructed, as a rule, in Manual Work, and girls in Needlework, and both boys and girls in Music. A foreign language was recommended to be taken where possible and two would be approved by the Board: Not less than one-half the time available was to be devoted to English, Geography, History and Language.¹⁵⁸

A special per capita grant of £7 yearly for a two years engagement and for the second and third year of a three years engagement with £4 being the amount for the first year, was paid for pupil teachers. A grant of £4 yearly for two years was paid for each pupil in the preparatory classes.¹⁵⁹

An allowance of £2 per pupil-teacher was made to aid the cost of traveling and other expenses of pupil-teachers. This grant was paid first in 1906-07.¹⁶⁰

¹⁵⁷Board of Education: *Regulations for the Instruction and Training of Pupil-Teachers* (From 1st August 1904, to 31st July 1905), p. 30.

¹⁵⁸Board of Education: *Regulations for the Instruction and Training of Pupil-Teachers* (From 1st August, 1905, to 31st July, 1906), Article 13 (a).

¹⁵⁹*Ibid.*, p. 10.

¹⁶⁰Board of Education: *Regulations for the Instruction and Training of Pupil-Teachers*. (In force from 1st August, 1906), Prefatory Memorandum.

By 1907 there were 583 recognized "Pupil Teacher Centres" in England, 358 of which were attached to Secondary Schools on the Grant List. It was becoming increasingly evident that difficulties of providing part-time and full-time instruction in the same institution and attempting to get for all students the values supposedly inherent in that institution were being noted. The direction of the likely solution of those difficulties was indicated as follows:

"The experience of the last few years has convinced them [the Board] that the problem of the selection and education of new Elementary School Teachers must remain insuperable so long as it continues to be regarded as an isolated one, and that the prospect of a satisfactory solution only emerges when it is regarded merely as a part of the national problem of making an education in Secondary Schools widely available for all such children from Elementary Schools as are capable of profiting by it, whether they are ultimately destined to become teachers, or to enter other professions, or to follow commercial or industrial pursuits. This is an ideal upon the realisation of which the possibility of making the English people an educated people depends, and until the Secondary Schools of the country are properly organised, the provision of a good and steady supply of Elementary School Teachers will continue to present the gravest difficulties. It is clear that a natural and humane education for future Teachers will only become possible when they can share it with boys and girls destined for other occupations, and have ceased to be regarded as a race set apart. . . . The considerations brought together in the General Report converge upon a doubt whether the system of concurrent instruction and employment, which is the essence of Pupil-Teachership, has not outlived its time of usefulness."¹⁶¹

Two important changes in the *Regulations* for Secondary Schools and Pupil-Teachers took place in 1907 designed, to some measure at least, to relieve the difficulties described above. The first, the free-place system (see p. 118 above), opened the doors of Secondary Schools on the Grant List to ex-public elementary school pupils who were capable of profiting by the instruction given in such schools but who might have found it impossible to attend because of the fees required. The number of such free places required to be provided was normally twenty-five per cent of the number of pupils admitted the previous year. The second change which more directly affected

¹⁶¹Board of Education: *Report for the year 1906-1907*, p. 52.

the question of the education of intending teachers was the introduction of the *Bursary* scheme. By this scheme local education authorities were to be paid special bursary grants by the Board of Education. Intending teachers, who might otherwise begin employment as pupil teachers, because of financial reasons, were to be kept at full time instruction for one year longer. Such a pupil was called a *Bursar* and had to be between 16 and 18 years of age; assurance had to be given that he or she intended to become a teacher in the Public Elementary School and his or her condition of health and suitability for the profession had to be approved by the head master or mistress and the inspector. The bursarship was only recognized for one year at the end of which period the bursar might either enter a Training College or become a Student-teacher (employed in an elementary school). A special grant of £ 10 per bursar, which might be increased by £ 5 or one half the maintenance allowance (whichever was the less) in the case of pupils receiving maintenance allowances, was to be paid to the local authority after the Bursar had entered a Training College or signed the Training College Declaration or spent a year as a student-teacher in a public elementary school.¹⁶²

The special provisions for bursarships were terminated in 1921. The Board after that time, dealt with maintenance allowances to bursars under the general arrangements for such allowances for all pupils. It remained for the local authorities to make any special provision for those pupils who were preparing to be public elementary school teachers.

It is evident that the problem of the preliminary education of public elementary school teachers has resolved itself, as far as the Board of Education are concerned, into helping local authorities provide accommodations in secondary schools for intending teachers up to the age of eighteen and then having them complete their training at a Training College. The value of student-teacherships is being doubted. In 1925-26 local authorities were asked to question the desirability of continuing

¹⁶²Board of Education: *Regulations for the Preliminary Education of Elementary School Teachers*. (In force from 1st August, 1907), Articles 29-34.

student-teacherships after August 1927. It was suggested that the pupil continue full time study a year longer and receive a maintenance allowance instead of a salary.¹⁶³ In response to this suggestion it was reported that "of the 121 authorities who formerly had arrangements for the training of student teachers, more than a quarter, including those for some of the largest areas, have definitely discontinued them and have adopted the principle of full-time secondary education up to the age of eighteen. Others desired to continue the present arrangements for a limited time in a modified form."¹⁶⁴

Thus the apprenticeship type of preliminary training of elementary school teachers has given way to the type represented by the common preparation in secondary schools for entrance into all the professions.

SUMMARY. *The Education Act, 1902* made legal provision for local education authorities supplying education other than elementary. The Board of Education gave direction to one type of such education in the *Regulations* for 1904. A general type of education, broad and liberal in character, was set up to be characteristic of secondary schools. This type of provision, more than any other, has received the attention of the Board during the years since 1902.

There has been an attempt to stimulate local education authorities to make greater provision for secondary schools through increased grants. The *Regulations* of 1907 required more complete popular control of State-aided schools and introduced the "free-place system" to increase the accessibility of secondary schools to public elementary school pupils. The per cent of free place pupils has increased from about 27% in the year 1907-08 to nearly 40% in 1928-29.

The Board have sponsored a longer full time training in a secondary school for intending elementary school teachers in place of the half-time apprenticeship type of training under

¹⁶³Board of Education: *Education in England and Wales, 1925-26, 1927*, p. 92 f.

¹⁶⁴Board of Education: *Education in England and Wales, 1926-27*, p. 52.

the pupil-teacher system. Special grants were given to intending teachers who finished the secondary school course. The effect of the suggestion and regulations of the Board, together with other factors, has been to reduce greatly the number of pupil-teachers who leave full-time instruction at 15 or 16 and teach half-time and receive instruction for half-time and to increase the number of prospective elementary school teachers who attend full time instruction to the age of 18 at a secondary school and then proceed immediately to the training college.

In regard to the curriculum the tendency of the Board has been to place most of the responsibility for the organization of instruction upon the teachers and headmasters or headmistresses of schools. Evidence of the effectiveness of such organization is secured through a full inspection which was first developed in connection with secondary schools. A condition of grant has always been that the curriculum and time-table must be such as to receive the Board's approval. The development of advanced instruction in secondary schools has been sponsored by the special grants in aid of Advanced Courses. The recent regulations of the Board have omitted lists of subjects to be taught thus giving greater freedom to those in charge of instruction in the schools. Advanced Courses may be made up of any combination of subjects and all pupils taking one course need not take the same subjects.

In relation to the provision for post-primary education in secondary schools, the Board of Education have striven to stimulate the provision under public control and accessible to all pupils of ability, a type of general, liberal education higher than that given in the elementary schools.

CHAPTER V

THE RELATION OF THE BOARD OF EDUCATION TO THE PROVISION FOR POST-PRIMARY EDUCATION IN TECHNICAL SCHOOLS, EVENING SCHOOLS, ETC.

From the date of the establishment of the Board of Education they have had some relation to the provision for the education which is frequently referred to as "technical and further education." Some of these relationships were inherited by reason of their being successors to the Education Department and the Department of Science and Art at South Kensington. The Education Department was connected with the evening schools and classes provided by the local school boards or the managers of public elementary schools and regulated this connection through the *Evening Continuation Schools Code*, last published in 1900.¹ "The instruction in them was very often, though by no means always, of an elementary grade, but might include some commercial or domestic subjects; students might be of any age."²

The Department of Science and Art administered grants to Schools and Classes of Science and Art conducted by a variety of bodies such as the School Boards, Technical Education Committees of County or County Borough Councils,³ and vol-

¹Board of Education: *Regulations for Evening Schools, Technical Institutions, and Schools of Art and Art Classes* (for the year 1st August 1903 to 31st July 1904), Prefatory Memorandum.

²Board of Education: *Report for the year 1908-1909*, p. 66.

³Permission was given to the local authorities, by the *Technical Instruction Act 1889*, to use money from the local rates for the supply or for aiding the supply of technical or manual instruction. (*See Technical Instruction Act, 1889* (52 and 53 Vict. Ch. 76). Further funds were available through the *Local Taxation (Customs and Excise) Act, 1890*, which provided that, after £300,000 of the local taxation (customs and excise) duties, (popularly known as 'whisky money'), should be paid for purposes of police superannuation in England, the balance or residue might be used for technical instruction by county or county borough councils. (*See Local Taxation (Customs and Excise) Act, 1890* (53 and 54 Vict. Ch. 60) Section 1). This stimulated considerable activity in the direction of supplying technical education. "From a return of the 21st May, 1900, it appeared that 39 of the 49 English County Councils and 55 of the 61 English County Boroughs applied the whole of the residue grants to technical

untary bodies of managers. These schools and classes "gave instruction of various grades in all branches of Science and Art, and to a limited extent in Technology (Mining, Metallurgy, Agriculture, etc.)"⁴

A third type of provision was in technical classes which when "carried on in relation to Science and Art Classes, were under the same managers. Such classes worked in connection with the Department of Technology of the City and Guilds of London institute."⁵

At the time the Board of Education came into their inheritance, there was considerable provision and considerable variety in the provision for technical education. In 1901-02 there were nearly ninety thousand pupils in day classes and nearly seven hundred thousand pupils in evening classes in England and Wales in the types of schools or classes described above.⁶

The *Education Act, 1902* provided the possibility for greater simplification and co-ordination of the provision for technical and further education. Local education authorities were set up which could co-ordinate all provision for education other than elementary in the areas over which they had jurisdiction. Approval of all plans for such steps as the local authorities might wish to take was required from the Board of Education. Thus a connection with a single central authority was established.

One of the important tasks of the central authority, made more urgent by the possibilities for increased provision for education other than elementary under the *Act* of 1902, was the organization of the regulations by which Parliamentary Grants were distributed in respect of various types of education. This activity in regard to elementary and secondary schools has

education, and that two County Councils, 20 County Boroughs, 86 Boroughs, and 181 Urban Districts, made grants for the same purpose out of the rates." Board of Education: *Survey of Technical and Further Education in England and Wales* (Educational Pamphlets, No. 49), London: H.M. Stationery Office, 1926, p. 14.

⁴Board of Education: *Report for the year 1908-1909*, p. 66.

⁵*Ibid.*, p. 66.

⁶Board of Education: *Report for the year 1903-1904*, p. 59.

been described in chapters III and IV. Similar changes in the *Regulations* for technical and further education may be described as follows:

"The union in a single central authority of the separate powers previously exercised by the Education Department and the Science and Art Department, the Cockerton judgment and its consequences, the creation of new local education authorities for elementary and for higher education respectively and the definite removal from the province of elementary education of all evening instruction, led to important changes in the central administration and supervision of continuative and technical education. In 1898 the Education Department aided, under the evening continuation school code, evening schools of one type, the Science and Art Department aided, under the directory, evening schools of another type (science and art classes), schools of art and organised science schools. The details of the process of reshaping and rearranging the documents, which occupied some years, need not be described: it was completed in 1904. The regulations for secondary schools of that year were concerned with secondary schools and the minor extensions of a specialised character which were attached to a few such schools; the regulations for evening schools, technical institutions and schools of art and art classes were concerned under the title 'evening schools' with evening and similar schools of the continuation type and with evening and similar schools in science, art, technology, etc.; under the title 'technical institutions' with advanced specialised full-time instruction in science or in science and art, with or without subjects; under the title 'school of art' with the more important organisations exclusively for day and evening art instruction and under the title 'art classes' and branch schools of art with the less important organisations of that character. The regulations were also concerned with certain day technical classes, not recognisable as 'technical institution' courses, to which the title of the document made no reference. Most of the organised science schools of 1898 had become secondary schools, a few had become higher elementary schools, and only the most advanced sections of organised science schools could become technical institution courses. Corresponding changes were made in the internal departmental organisation and in particular, the evening schools of the continuation type and the evening departments of technical schools were brought under one body of inspectors.

"The powers of an authority to apply the residue grant and the rates were even wider than those of a technical instruction authority and were subject only to an obligation to consult the Board before steps were taken. But in practice it was indispensable that State aid should be obtained, and the conditions of grant set out in the regulations did much to shape the development of further education through the greater part of the third period [1899 to the present]. For this reason we [the Board of Education]

think it appropriate, without dwelling upon the more general educational and administrative topics in which all bodies of regulations have a family likeness, to explain the characteristic features of the regulations.

"Of the principles which were of general application to all schools for further education we need refer to only three. The first encouraged the direction by the local education authority for higher education of schools which were not provided, or even aided, by the authority. The Board's grant for a directed school was paid to the authority, by whom the person with whom the school correspondence was conducted on behalf of the managers was also appointed. The second acknowledged the right of the authority to be heard before the Board recognised any schools which had not already had a grant, in order that, so far as possible, undue competition with existing schools should be averted and local arrangements should be articulated. The third emphasised the desirability of fees by requiring the sanction of the Board to be obtained beforehand for free schools or for arrangements for remitting fees.

"An evening school was constituted by one or more recognised 'courses' of instruction, courses which began before 4 p.m. (or 1 p.m. on Saturday) not being, as a rule, recognisable. No grant was payable on account of a course unless it lasted for 20 hours or more in lessons, according to an approved syllabus, of not less than a minimum duration, which ranged according to the nature of the subject from 30 to 60 minutes. The grant in respect of a course was calculated on the attendances of eligible students who were qualified to the extent of having attended for at least 14 hours. Children under 12 and any pupils of schools aided under other regulations were ineligible. No restriction was placed upon the number of courses taken by an individual student, but no hours in excess of 160 in a year could be credited in all for grant. Subject to this number of complete blocks of 20 in the aggregate hours of attendance recorded for eligible and qualified students supplied one factor for the calculation of the grant on the course. The other factor was the 'rate' of grant for each block of 20 hours, which was ordinarily from 2s. 6d. to 3s. 6d., but might be extended for certain subjects, either in respect of all the hours of a student's attendance or in respect of some hours. The rate could be extended, on all hours of instruction, up to 5s. for modern languages, geography, history, economics, mercantile law and practice up to 4s. for woodwork, up to 5s. for metalwork, up to 5s. 6d. for home occupations and industries. On the first 60 hours only of a student's attendance in art the rate could be extended 15s.; on the first 120 of instruction in science and technology the limits of extension were 8s. 6d. for elementary instruction and 20s. for advanced, the special extensions for practical work in lessons of 1½ hours duration being 13s. and 25s. The regulations for promoting, by specific financial inducements, the organisation of courses of part-time study which would be progressive over a series of years and comprehensive in each

year proved to be too complicated to be practically useful, and it is unnecessary to give the details.

"The aggregate of all grants for all the courses, with the capitation payments on individual successes of students in the Board's honours examinations in science and in their examinations in advanced art subjects, was the grant to the 'evening school,' which, at one end of the scale, might be the evening section of a London Polytechnic with thousands of students and hundreds of courses and, at the other, might be the village evening class in the 'three R's' or one of them. Practical work in crafts or trade processes was not excluded from recognition, but in fixing the rate of grant regard was had to the extent to which the instruction elucidated principles and their application, as distinct from affording practice directed to the acquisition of manipulative skill.

"A group of day classes which supplied to students who had taken a three year course in a recognised secondary school, or to other students over 16 (temporarily 15) qualified by previous general education, an organised advanced course in science, or in science and art, with or without other subjects, extending over at least two years, entitled the institution providing the course to be recognised as a 'technical institution' and to receive grants in respect of students who attended the course for 600 hours in the year. The rate of grant was 120s. in the first year and 180s. in the second or any later year. Proportional payments were allowed on students attending part-time at an approved fraction of a course and for students attending full-time, but for less than the hours specified for the full grant, and grants up to 40s. (first year standard) or 60s. (higher standard) were allowed on the attendance of students at detached day technical classes of a standard appropriate for inclusion in a 'technical institution course.' To these capitation grants were added grants on examination results.

"Art schools conducted during 36 weeks in a year with meetings of two hours duration on at least two days a week and meetings of similar duration on at least three evenings a week, were recognisable as 'Schools of Art' if advanced art instruction was given and the principal teacher was adequately qualified. For the first five years grant to a new school was to be payable as if the attendance of the students had been made in an evening school. Subsequently, and for schools already five years in existence in 1904, a fixed annual grant was paid to be re-assessed after detailed inspection at intervals of three years. The Art Schools not recognised as 'Schools of Art' were aided in respect of day and evening work as if all the attendance had been in evening classes. Grants on examination results were also payable."⁷

⁷Board of Education: *Survey of Technical and Further Education in England and Wales* (Education Pamphlets, No. 49), 1926, p. 14 f.

The above has been quoted because of the brief but concise way in which the special regulations for the different types of schools are given. The "technical institutions" are obviously post-secondary in character rather than post-primary and therefore will not be considered further except as junior or preparatory courses for young people between 14 and 16 years of age are developed in connection with them. It is quite evident also that the regulations for evening schools were sufficiently flexible to permit great latitude in adapting the courses to the needs of the pupils enrolled and the localities served. With this introduction to the whole field of technical and further education it is now proposed to trace the relation of the Board of Education to the provision of post-primary education in those schools and classes which are more clearly based upon the ordinary elementary education secured up to the age of 12 to 14. These will include the day and evening continuation schools, the junior technical schools and the junior schools of art.

In 1903, the Board of Education issued a monograph,⁸ no later issue of which was found, containing complete syllabuses and lists of apparatus which could be used in the schools giving technical and further education. This monograph was to be used as a suggestion for the type of work to be done in these schools and upon which the examination would be based.

During the period immediately following the issuing of the *Regulations* of 1904 the Board of Education attempted to impress upon local authorities and managers of schools the necessity of greater regularity of attendance during a year and greater continuity of attendance during a period of years. They recommended the practice of organizing "grouped" courses designed to meet the needs of particular groups and organized to provide a certain continuity of instruction which would stimulate the student to continue in evening or other part-time schools for several years. The Board suggested that they were in a position to help authorities desiring to organize such courses

⁸Board of Education: *Syllabuses and Lists of Apparatus applicable to Schools & Classes other than Elementary for 1903-04*, 1903.

by pointing out schools where grouped courses had been tried and where assistance could be received.⁹

The Board also thought that the best interests of education would be served if fees were charged in these schools. They had been exercising some pressure on managers to induce them to charge fees to students attending evening schools and classes. In the case of schools in rural districts and poorer sections of some towns the Board were prepared to consider upon the merits of each case the plans for charging no fees or remitting such fees on a considerable scale.¹⁰

The question of the waste resulting from the premature breaking of contacts with educational institutions by pupils leaving the elementary schools received the attention of the Board early in the period under review. This question, together with some suggestions for reducing this waste, is discussed in the following:

"In view of the very large sums of money now being spent in this country upon Elementary Schools, there is scarcely any educational problem of greater importance than that which is connected with the continued education of those who have left school. If they cannot be induced to carry on their studies these children must lose most of the advantage they have gained from the expensive course of instruction through which they have already passed. The further education of those who have completed courses in Secondary Schools or in other day schools of a type higher than elementary, presents features of no less interest and importance for the national welfare, though here the difficulties in the provision and organisation of satisfactory courses of instruction are difficult. In the case of students who do not pass from the Elementary or Higher Elementary to Secondary School and thence to the University, their education must be prolonged, if at all, in Technical Institutes, in Evening or other classes. The work which is under the direction of the branch of the Board that deals with Technological and Higher Education in Science and in Art is distinguished by the great range in the standard at which the work has to commence, the variety of conditions under which it has to be carried on, and the number of types of training which have to be provided. The boy who has just left an Elementary School for work in a trade, or on a farm; the girl who has commenced work in a factory before she has obtained any real familiarity with domestic arts; the youth who has passed

⁹Board of Education: *Regulations for Evening Schools, Technical Institutions, etc.* (From 1st August 1904 to 31st July 1905), p. 6.

¹⁰*Ibid.*, p. 8.

from a Secondary School to an apprenticeship in a Shipping Office, an Architect's Office, or an Engineer's Workshop; and the young man who wishes to bring his previous study of pure Science to bear upon some industry such as Dyeing, or Electric Lighting, or Agriculture; all are but types of students for whose needs provision ought to be made. Nor are these needs all utilitarian. Alongside the most technical of courses we are pleased to find a demand for instruction in Literature, History, Art and Natural Science, where these studies have no direct bearing on trade or professional interests. We would gladly see studies of this sort assume a larger proportion to the whole, but it is satisfactory to find them already well represented in institutions, which are mainly concerned with subjects bearing directly upon the ordinary occupations of their students.

"A large proportion of the work to which we have referred is necessarily done in Evening Schools, and the organisation of such schools is one of the most important functions of the Local Education Authorities. So far as is compatible with the responsibility of the Board for the disbursements of the money voted by Parliament, the regulations which set forth the conditions of grants in aid of this work are characterised by an elasticity which permits the class arrangements in each case to be adjusted to local circumstances. We are pleased to find that in practice these regulations lend themselves alike to the rural evening school and to advanced classes in urban centres attended by students whose previous study may have included the course for a university degree."¹¹

A change was made in the regulations for 1905-06 whereby the restriction on the time for giving part-time or evening instruction (after 4 p.m. on week days and 1 p.m. on Saturdays) was eliminated and the only qualification was that the school or class must be intended for the instruction of persons whose ordinary employment occupies the greater part of their time. The Board gave as the reason for the change that the number of schools and classes meeting in the day-time had steadily increased and that conditions of employment were being modified to permit day attendance at technical classes.¹² Thus the day continuation school was recognized as a type of school which could assist in the elimination of the waste referred to above by providing instruction during the hours of employment under somewhat more favorable conditions than was the case in the evening schools. In commenting upon the co-operation of employers in relation to these day-time courses the Board said:

¹¹Board of Education: *Report for the year 1904-1905*, p. 52 f.

¹²Board of Education: *Report for the year 1905-1906*, p. 73.

"We therefore attach great importance to the marked revival which has taken place in the personal and active interest which employers take in the technical education of their apprentices, an interest to which more than sixty years ago many Mechanics' Institutes owed their foundation, but which has been less in evidence since education has become a municipal charge.

"The public notice which has been taken of this matter, the interest of manufacturers in the school curricula, and the successful experience of those employers who have taken steps to encourage their employees to acquire a sound and sufficiently technical education cannot but have a valuable influence at once upon the nature of the teaching given in the schools and upon the attention which the students give to their studies."¹³

The Board commented on the desirability of a more thorough co-ordination of the educational facilities providing post-primary education of a technical character. In some areas special schools affording suitable instruction in the more elementary phases of a course in technical training for pupils who had just left the elementary school had been linked to one or more intermediate schools which continue the preparation of the student for entry into the more advanced courses of the higher commercial schools or technical institutes. Such co-ordination was advocated because of its economy and effectiveness. Where this was not possible the Board recommended the use of grouped courses, described above, and suggested that teachers should use their influence to have students follow the course as a whole.¹⁴

"Perhaps the most notable feature brought out by a comparison of the matter of instruction in 1904-05 with that of the previous year is the increase in the number of preparatory courses for artisan students—one or two years' courses embracing English, with Workshop Arithmetic and Elementary Science. Many of the schools which offer such courses are excellent and join on readily with the technical schools to which their students pass. We trust that this welding of the work done within the junior Evening Schools will become much more usual than it now is, and, in particular, that in the earlier years of evening study clerks as well as artisans, young women as well as young men, will have constantly before them the need of clear and accurate expression in everything they write."¹⁵

¹³*Ibid.*, p. 76.

¹⁴*Ibid.*, p. 75.

¹⁵*Ibid.*, p. 77.

In the *Report* for 1907-08 a general survey of the work of the schools giving technical and further education was given. Much progress was noted in all levels of the work and though there were shortcomings there was also much evidence of efforts made to overcome difficulties. The work of the technical institutions was well organized and the students coming to these institutions were better prepared. The bulk of instruction was carried on in evening schools with those who had entered upon employment. Improvement was reported in the matter of the quality of the work done and the length of attendance. This improvement was attributed, by the Board, to the introduction of organized courses, covering several years, which they had been advocating for some time.¹⁶

This question of the organization of evening schools was discussed in the same report, but in somewhat greater detail.

"Since 1902 improvement in the co-ordination of schools and in the adaptation of school work to the requirements of the local trades and industries has continued, but it has proceeded at very different rates in different districts. In many towns in the North of England the authorities have for several years past had effective arrangements for the grading of schools, for keeping in touch with junior pupils, for passing pupils from one grade of school to another, and for the direct adjustment of courses of study to the requirements of the various types of student. In such towns the effect of early activity in this matter has been to give ample, if local, illustration both of the extent to which satisfactory arrangements for Evening School work may secure attendance and progress without the condition of compulsory attendance, and of the limitations which even under favourable circumstances attend the existing system of voluntary attendance at these schools.

"The most notable advances in this direction have naturally been made in the more densely populated areas of industrial activity, especially in the large boroughs of the North of England, where the pressing needs of the industrial situation have forced attention to the necessity of a proper organisation of Evening Schools, and, at the same time, by making the advantages of further education obvious, have facilitated the solution of the problem.

"In a typical borough of this kind, where the scheme of provision of Evening Schools reaches its highest degree of development and organisation, there are to be found the following grades of schools:

¹⁶Board of Education: *Report for the year 1907-1908*, p. 83 f.

"Grade 1; *Continuation Schools*, providing instruction for boys and girls leaving the Public Elementary Schools at the age of 13 or 14. The normal course extends over 2 years and prepares for entry to—

Grade 2; *Branch Technical, Commercial and Domestic Schools*, providing instruction suitable for young people who have passed through the course given by the Evening Schools of Grade 1, or for boys and girls leaving Higher Elementary Schools or Secondary Schools at the age of 15 or 16. The courses in schools of this grade are for two or three years and prepare for—

Grade 3; *Central Technical, Commercial and Domestic Schools*, providing instruction of a still higher grade for more advanced students.

"*Schools of Art* stand somewhat apart in this scheme since they usually provide within themselves all the grades of instruction mentioned above."¹⁷

The advantages of this type of organization, including the grouping and articulation of courses which it implies, together with further explanation of such a plan was given.

"The advantage of this system in the matter of organisation are obvious. It greatly simplifies the classification of students in the congeries of classes which too often constitutes a Technical School, it keeps out unqualified students and it establishes an orderly succession of steps in place of the somewhat wandering and aimless paths by which students have progressed hitherto. The student's future career within the school is marked out plainly for him, and waste of time and effort is thus reduced to a minimum.

"Where such a system is consistently applied to the Evening School work of a town, great economy of effort results both to the administrative and teaching staffs and to the students. In a large town preliminary courses, each on the same lines, are organised in a number of local suburban schools. After passing through one of these, the student enters in another school or department of the same school upon one of the smaller number of higher courses which are definitely framed so as to join on without break to the classes in the lower schools. Such higher schools are very commonly known as Branch Technical Schools. On emerging from this higher course, the student is ready for a course adapted to his immediate requirements given in a central institution.

"The advantages of such an arrangement are obvious. The student will be in possession of an organised and related body of knowledge, instead of the fragmentary and disjointed instruction which he would probably have received if left free to frame his own course. The teacher has the advantage of working with a body of students who have all received

¹⁷Board of Education: *Report for the year 1908-1909*, p. 67.

approximately the same teaching and whose educational standard is a matter of certainty. He has not, moreover, to waste his time in dealing with students who wish to pursue each a different course. The energies of the teachers in Central Institutes are not thrown away by having, as is the case when course organisation has not been adapted, to devote themselves to teaching students who ought to have been in a Branch Technical School or even in a preparatory school."¹⁸

More objective evidence of the probable effect of the introduction of the course system on attendance may be secured from the following:

"In some cases the adoption of the course system has coincided with an immediate increase in the total number of students registered. Thus in an important Lancashire County Borough, the year in which the course system was adopted saw an immediate increase in the number of men students in the Evening Schools of the town from 1,161 to 1,180 (after a decrease in the preceding year under the old system from 1,278 to 1,161). The second year of the course system showed a further increase from 1,180 to 1,356. At the same time the percentage of students who left the school before the end of the six months' course fell from 55 per cent in the last year of the old system to 26 per cent in the first year of the adoption of the course system, and in the second year of that system fell again to 21.8 per cent. Moreover, the percentage of attendance made out of the full number possible, by the students remaining to the end of the six months' course increased with the adoption of the course system from 67.7 per cent to 74 per cent and in the second year to 74.6 per cent. With the girls' classes the results were even more striking. In the year before the adoption of the course system no less than 60 per cent of the students left the school before the end of February. This wastage was reduced to 26 per cent. in the first year of the course system and 21.8 per cent. in the second, while the percentage of attendances made by students remaining after February increased from 65.4 per cent to 71.2 per cent and again to 75.6 per cent. The actual number of girls in attendance increased from 782 under the old system to 814 and again to 1,068."¹⁹

In the larger urban centres three courses were usually provided, (1) industrial for artisans, (2) commercial, for clerks and shopkeepers, (3) domestic, for girls. "In each of the three courses instruction is provided in three or four subjects, closely related to the actual needs of the students. Attendance is required three evenings, that is to say for about six hours, a week; and homework is, as a rule, compulsory."²⁰

¹⁸*Ibid.*, p. 69 f.

¹⁹*Ibid.*, p. 70.

²⁰*Ibid.*, p. 71.

As an inducement to students to take courses instead of single subjects the fee for the course was sometimes made considerably less than the cost of the separate subjects making up the course. This provision by the local governing body of the school was accompanied by the following action to achieve the same result.

"The Board give encouragement of the 'course' system by higher rates of grant and by allowance of the registration of a large number of hours of attendance for each student taking a course; and also endorse certificates given by the Local Education Authority, or by the managers of the school, to students who complete an approved three years' Technical Course and reach a reasonable standard of efficiency in the subjects of the course. Such Course Certificates are already adopted by several Technical Schools. They should in time obtain general recognition by students and employers as a standard Technical Certificate for Evening School students."²¹

A new type of provision for technical education was briefly described in the *Report* for 1908-09.

"Perhaps, however, one of the most pregnant developments of previously unclassified educational work is the movement, which has made much headway in recent years, for the establishment of day Technical Schools involving full time attendance during ordinary school hours for boys and girls who are preparing for subsequent technical employment, whether as apprentices or otherwise. These schools are essentially junior day Technical Schools for boys and girls who have completed the course in Public Elementary Schools but are in a position to devote a couple of years more to a course of practical technical instruction, specially adapted to their intended employment, combined with a partial continuance of their general education. Schools of this type are Pre-apprenticeship Schools for boys and girls established by many Local Education Authorities—the so-called Trade Schools, Domestic Economy Schools for girls, Training Ships, Technical Schools for the Blind, Deaf and Dumb, etc. In some cases the establishment of schools of this type has been due to the private benevolence of employers or other interested persons, as e.g., the Stanley Trades Schools at South Norwood. In other cases, such as the London Trade Schools for girls, employers have been brought to take an active interest in the schools. But for the most part these schools have not received from employers the attention which they deserve. There can be no doubt that they are destined to occupy an important place in the future provision of technical instruction and that they merit much more favourable consideration than they have as yet received. It seems very probable that

²¹*Ibid.*, p. 72.

the problem of the replacement of the old system of training apprentices by a modern equivalent will find its solution facilitated, to some extent at least, by the establishment of schools of this type combined with part-time technical day classes."²²

This variety of provision, described above, illustrates the elasticity and flexibility of the Board's regulations. There is quite evidently considerable opportunity for experimentation to meet needs of different children and of different localities. A further service is performed by describing these various kinds of schools in order that local authorities may see how the difficulties in other areas are being solved. Another type of service which the Board desired to give was that of suggesting to local authorities where they might see provision for technical and further education under conditions or to meet difficulties similar to their own.

To secure advice on the question of continuative education, the Board asked the Consultative Committee

"to consider Clause 8 [compulsory attendance at continuation schools until 17] of the Education Bill for Scotland recently introduced, and to advise as to its applicability to England and Wales; and, whether apart from or in addition to such legislative change, to consider and advise the Board of Education as to whether any means, and if so what, can be devised, in respect of rural areas and of urban areas respectively, for securing (i) that a larger proportion of boys and girls should on leaving the Public Elementary School commence and continue attendance at Evening Schools than at present do so; and (ii) that employers and other persons or bodies in a position to give effective help shall co-operate in arranging facilities for such attendance on the part of their employees, and in planning suitable courses and subjects for the schools and classes."²³

After following the usual procedure of hearing evidence, receiving representatives of various organizations interested in the question and making investigation, the Committee came to the conclusion that there was need of improvement in educational conditions for boys and girls in the adolescent stage (only 25 per cent of those between the ages of 14 and 17 were receiving further education); exemption age should be raised

²²*Ibid.*, p. 93.

²³Board of Education: *Report of the Consultative Committee on Attendance, Compulsory or otherwise, at Continuation Schools*, 1909, p. 15.

to 14; no child under 16 should be allowed to leave a day school unless he could show suitable employment; exploitation, on the part of industry, of children just out of school should be opposed; employment or apprenticeship committees to aid juveniles in getting employment were needed; local education authorities and employers should take a greater interest in the further education of the children and employers; the curriculum of the continuation schools should be both general and technical; guidance should be given by the day school teachers in co-operation with parents and children; and compulsory attendance should be required through local by-laws.²⁴

The exemption age was raised to 14 by the *Education Act, 1918*. Provision was also made for the compulsory attendance at continuation schools, for 320 hours a year, of young persons between the ages of 14 and 18.²⁵ Because of the need for economy the latter provision has not come into effect as planned.

"The development of a system of obligatory attendance at Day Continuation Schools contemplated by Section 10 of the Education Act, 1918, has been seriously retarded by the urgent need for economy in educational administration, and the Board were obliged to inform Authorities, in a Circular dated 11 January 1921, that they must for the time being postpone entertaining new applications for fixing appointed days for the purpose of that section. Before the date of that Circular schools had already been opened in London, Birmingham, West Ham, Stratford-on-Avon, Rugby and Swindon, while, although the work had not begun, an appointed day had been fixed for Southend-on-Sea. Subsequently the London County Council decided to restrict the schools to young persons between the ages of fourteen and fifteen. In both Birmingham and West Ham the system of attendance on a compulsory basis has been abandoned, though in each area some continuation schools remain in being. In Birmingham three such schools, which were in existence prior to the appointed day, continue to provide instruction for young persons who attend under arrangements made with their employers by the Authority; while in West Ham young persons may voluntarily enter into an undertaking to attend a Day Continuation School. At Southend-on-Sea the Authority found themselves unable to commence work, but at Stratford-on-Avon, Rugby and Swindon instruction has been continued on the basis of 2 years' compulsory attendance."²⁶

²⁴*Ibid.*, p. 215 f.

²⁵*Education Act, 1918* (8 & 9 Geo. 5 Ch. 39) Sections 8 and 10.

²⁶Board of Education: *Report for the year 1920-1921*, p. 41.

Previous to 1913 there was considerable interest being shown in the provision in full time schools for pupils who had just left the elementary schools. The Board recognized this interest and effort by setting up special regulations for such schools. The reason for this action was explained in the Prefatory Memorandum.

"Among the educational developments of recent years none have been more interesting and important than the growth of Junior Technical Schools—that is to say, Day Schools which provide courses for boys and girls for two or three years after leaving the Public Elementary Schools, and which continue the general education of their pupils while at the same time aiming at preparing them for industrial employment. The growth of these schools has undoubtedly been in response to definite educational need, the need, namely, of those who can afford some time for the continuation of their full-time education beyond the normal age for leaving the Public Elementary School before entering upon industrial life. Fostered by the interest of Local Education Authorities and aided in many cases by the ready co-operation of those actually engaged in industry, whether as employers or employees, these Schools have now reached a point of development at which they may fairly claim to constitute a distinct educational type, and to require special treatment.

"Junior Technical Schools have hitherto been aided by Grants from the Board under Article 42 [Day Technical Classes] of the Regulations for Technical Schools. It is the purpose of the following new Regulations to recognise that the Schools have emerged from the experimental stage, to detach them for administrative purposes from the somewhat miscellaneous body of work at present aided under Article 42 and, by means of the increased Grants now made available, to encourage the establishment of more Junior Technical Schools and to strengthen and improve the work of those which have already been established.

"These new Regulations are not intended to provide the establishment of Courses planned to furnish a preparation for the professions, the Universities, or higher full-time technical work. The establishment of such Courses is work appropriate to Secondary Schools and will not therefore be aided under these Regulations. Nor will Courses specially planned as a preparation for Commercial life be aided under these Regulations."²⁷

The most important Articles of these *Regulations* are reproduced below in order that the type of provision contemplated may be seen clearly.

²⁷Board of Education: *Regulations for Junior Technical School in England and Wales*, (In force from 1st August, 1913), p. 2.

"1. Day Schools, organised as part of the system of higher education, and providing a continued full-time education under school conditions for pupils from Elementary Schools in preparation for artisan or other industrial employment or for domestic employment, will be recognised and, if efficient, aided with Grant from the Board. . . .

2. (a) The curriculum of a School recognised under these Regulations must provide for the continuance of the moral, intellectual, and physical education given in Public Elementary Schools. It must be suitable, as regards both the subjects and the methods of instruction, to the circumstances of the locality and the attainments and prospects of the pupils, and must provide for due continuity of instruction in each of the subjects taken, and for an adequate amount of time being given to each of these subjects. The Board may require modifications in the curriculum or the time-table if a subject is taught which is not of educational value, or if the time spent on particular subjects interferes with proper instruction in other subjects, or if the time given to any subject is insufficient to allow of effective progress being made in it, or for other similar reasons.

(b) The inclusion of languages, other than English or Welsh, in the curriculum will not be approved, unless such instruction can be shown to be of direct vocational value in connection with the occupations for which a preparation is provided.

(c) Practical work will be required in all suitable subjects, and must be of a progressive character throughout the Course.

(d) Visits of pupils to suitable works, museums, galleries and other places connected with the subjects of their Courses, will be approved as part of the instruction.

"3. (a) Each Course must be organised to cover not less than two and not more than three years, to occupy the whole time of the pupils to the exclusion of any regular employment during six or nine terms, and to extend over not less than 36 weeks in each year.

(b) Where it is desired that technical instruction in preparation for an occupation shall alternate with practical experience of that occupation in works or elsewhere, a Course may, with the consent of the Board, be organised, with intervals between its terms, so as to provide for such alternation.

(c) The age-limits for the admission of pupils will be such as the Board may approve for each Course; but Schools should normally be planned to provide for pupils leaving the Elementary Schools at the age of 13 or 14 courses of instruction extending over two or three years up to the age of about 16. It is advisable that the Board should be consulted upon all proposals for Courses of less normal types at an early stage.

(d) A School will not as a rule be recognised, unless there is reason to anticipate the annual admission of a reasonable number of pupils.

"4. (a) Grant will be paid to the Responsible Body after the close of the school year on account of each pupil receiving regular and efficient instruction in accordance with an approved curriculum, at the rate of 3*l* per annum for pupils under 13 on the day preceding the school year, and 5*l* for older pupils. The amount of the grant may be increased to not more than 7*l* in respect of Courses involving exceptionally costly methods of instruction.

(e) No pupil will be taken into account for the purposes of grant for more than one term in excess of the number of terms of the approved course. . . .

"5. (c) The conduct of the School must be such as to encourage a corporate life, and to afford opportunities for reasonable recreation, including, wherever possible, organised games. . . .

"6. (b) Arrangements, approved by the Board, must be made for testing the progress of the pupils; but no pupil may be allowed, without the express consent of the Board in advance, to enter for an examination in secular subjects other than one confined to pupils of the School.

(c) Every pupil admitted to the School must take the whole of one of the approved Courses, and no students, not being pupils of the School, may be instructed with the pupils. . . .

(f) Recognition may be withdrawn, if a reasonable number of pupils do not, year by year, remain to the end of the Course.

(g) No pupil may be admitted unless a certificate is given by his parent or guardian that he is intended to enter into employment for which the School provides a preparation. A record of the occupations actually followed by pupils leaving the School must be kept. A School will not continue to be recognised unless, as a rule, the pupils enter into employment for which the School provides a preparation. . . .

"7. It is not desirable that the number of pupils in a Class under the supervision of a single teacher should exceed 32 for ordinary class work, or 24 for work in which individual attention from the teacher is required, unless the teacher in charge is provided with an assistant. The Board may, if they think fit, definitely require these limits not to be exceeded as regards any class. . . .

"9. (b) The instrument of government should provide, whenever possible, for the appointment of an Advisory Body containing representatives of employers and employees connected with occupations for which the School furnishes a preparation. . . .

"10. (b) A reasonable proportion of the members of the teaching staff must have had practical trade experience of the occupation for which the School furnishes a preparation. . . .

"14. The School may be with or without fees, but any scale of fees must be approved by the Board."²⁸

The schools thus described have grown in number from 37 recognized in 1913-14 to 108 in 1928-29. In the latter year there were 60 schools for boys, 11 for girls and 37 for boys and girls. The number of pupils increased from 2,896 (2,056 boys and 840 girls) in 1913-14 to 18,243 (13,642 boys and 4,601 girls) in 1928-29. There were also, in 1928-29, 12 Junior Housewifery Schools with 638 pupils.

Special regulations were also set up in 1913 for Schools of Nautical Training. The grant of from 10*l* to 20*l* was paid for each boy attending a 12 months' course specifically designed to give practical instruction of comprehensive character in all suitable branches of seamanship. The number of these schools recognized was 5 in 1913-14 with 1395 boys in attendance. There were 6 such schools recognized from 1914-15 to 1928-29. The number of boys in the latter year was 1,062.

The relation of the Board of Education to the provision for technical and further education, established as described in the preceding parts of this chapter, has continued with little change up to the present. The possible exception to this statement was the change in the method of determining the amount of the Parliamentary grants to local education authorities. The *Education Act, 1918* provided that such grants should not be less than one-half the net expenditure of the Authority on elementary education or education other than elementary.²⁹

There has been considerable activity on the part of the Board in sponsoring co-operation between the schools described in this chapter and employers and others interested in the relation of education to industry. This activity was summarized in the *Report* for 1928 as follows:

"In recent years the practical importance of education for industry and commerce has come to be generally recognised in this country. Employers and workers alike are aware of the value of the contribution which

²⁸*Ibid.*, p. 4 f.

²⁹*Education Act, 1918* (8 & 9 Geo. 5 Ch. 39) section 44.

the schools can make to industrial and commercial efficiency; local education authorities and the teaching profession are asking that the requirements on the business side may be stated with precision and authority, so that educational provision may be examined and, if need be, developed with a clear knowledge of what is needed.

"A strong impetus has been given to this movement by the work of three Committees. The volume of the Committee on Industry and Trade, entitled 'Factors in Industrial and Commercial Efficiency,' contained memoranda dealing with the existing provision of technical and commercial education, and with some of the problems involved. It also contained, in the introduction, a clear indication of the Committee's view that fuller co-operation between the schools and industry is required. Much the same view was taken by the Committee on Education (England and Wales) who, in the second part of their report, attempted to analyse the weaknesses in the relations between trade and industry and the schools, and suggested certain ways of securing closer contact, in regard to which they considered that the Board should take the initiative. Finally, an unofficial Committee, under the chairmanship of the late Lord Emmott, inquired into the 'relationships of technical education to other forms of education, and to industry and commerce.' This Committee consisted of representatives of educational associations, both of administrators and of teachers, of industrial bodies, including the Federation of British Industries and the General Federation of Trade Unions, and of professional institutions. Its report, published in 1927, consisted of a review of the position from the industrial and educational standpoints, and submitted that the facts justified 'its appeal for taking stock of the present condition of technical education, of its relationship to general education and, above all, of the obstacles to closer co-operation with industry.'

"In April, 1928, the President of the Board met representatives of the last-named Committee, and outlined his views on the nature of the problem. This statement was subsequently expanded and developed in his preface to the Board's pamphlet on Education for Industry and Commerce, in which, after surveying the subject as a whole, he laid down the lines of a program of inquiries into technical and commercial education. These inquiries were to be of two kinds, one dealing with the general organisations of such education in the more important industrial regions, the other with education for particular branches of industry and commerce for the country as a whole.

"An inquiry of the first type had already been conducted in the county of Yorkshire, and the interest which the report aroused in business circles pointed clearly to continuing this method of attacking the subject. The second district which has been selected is the Midland metal working region, of which Birmingham is the centre. The investigations here have been completed and it is hoped that a report will be ready at a fairly

early date. In the case of this and other regional inquiries, we propose, as a first step, to set out the facts and certain questions suggested by the facts, so that they may be considered on the one hand, and employers and workers' organisations and trade bodies on the other. We hope that this will lead, as the next step, to conferences between the various parties concerned, and finally to agreed arrangements for co-operation in dealing with the problems of technical and commercial education in the area.

"Both the Committee on Industry and Trade and the Committee on Education and Industry held that local co-operation, though essential, was not sufficient and must be supplemented by some kind of central action. This opinion is reflected in the character of the second type of inquiry which is being undertaken. To begin with, inquiries have been initiated on the commercial side into education for salesmanship, using the term in its widest sense, and on the industrial side into education for the engineering Industry. It is hoped that the first inquiry will throw light on the whole question of what can be done in the field of higher education to increase efficiency of the commercial personnel of the country. The second inquiry will, we think, show how far the provision of engineering education, which is now of long standing, has been adapted to meet the growing differentiation and complexity of the industry."³⁰

Thus, at the end of the period under review, great interest is being shown in the question of technical and further education and the Board of Education are attempting to improve the provision by suggestion and investigation.

The following tabular summary shows the types of schools as recognized under the revised *Regulations for Further Education* (1st August 1926).³¹

³⁰Board of Education: *Education in 1928*, p. 43 f.

³¹"The general policy of the Regulations for Further Education, as of revised regulations for other branches of educational work, is to enlarge, so far as is reasonable, the educational discretion of the responsible school authorities. Many detailed requirements and conditions of the Regulations for Technical Schools, etc., have accordingly been discontinued. The Board, however, reserve a right to intervene if they are dissatisfied either as to the organisation or the individual efficiency of a particular school, or as to its co-ordination with other local provision including that made in university institutions." Board of Education: *Report for 1925-1926*, London: H.M. Stationery Office, 1927, p. 59.

TABLE XV
SUMMARY OF TECHNICAL SCHOOLS, CONTINUATION
SCHOOLS, ETC.³²

<i>A. Part-time</i> 1. Day Continuation Schools	General, with or without Vocational, Domestic or Art instruction in part-time courses, between 8 a. m. and 6 p. m.	From exemption age to 18
2. (a) Junior Evening Institutes	General, with or without Vocational, Domestic or Art instruction, in part-time courses, normally after 5 p.m.	Between exemption age and 15 on admission, and under 17 on leaving
(b) Senior Evening Institutes	Vocational, Domestic, Art or General in part-time courses, normally after 5 p.m.	Older Students
<i>B. Full-time</i> 3. Junior Technical Schools	Preparation for industrial, commercial or domestic employment, with continued general education, in full-time courses of two or three years.	13 or 14 on admission
4. Junior Housewifery Schools	Domestic and (at least for those under exemption age) General, in full-time courses extending at least till exemption age.	13 or 14 on admission
<i>C. Full-time or part-time</i> 5. Technical Day Classes	Mainly Vocational or Domestic, and normally in part-time or short full-time courses.	Over exemption age

³²Board of Education: *Report for the year 1925-1926*, p. 57.

Types of Schools	Character of Instruction provided, etc.	Normal ages, etc., of Students
6. (a) Art Schools	Drawing, Artistic Handicraft, and design (and in special circumstances literary and pedagogic subjects) in full-time or part-time courses planned for students who have already received at least elementary instruction in drawing	Over exemption age
(b) Junior Art Departments in Art Schools	Drawing, Artistic Handicraft, and (at least for those under exemption age) general in full-time courses.	Under 16
7. Colleges for Further Education <i>Note: These colleges may include Schools of Types 1, 3, 4 and 5 above in addition to their own distinc- tive work.</i>	Preparation for specific occupations or (in the case of a course confined to students who have satisfied matriculation requirements) for University Intermediate or Final Degree Examinations, by means of full-time courses of at least a year planned for students who have reached the standard of an approved First Examination; and/or Vocational, Domestic, Art or General Instruction in Evening Courses.	Students over 16 who have attended Evening Institute up to that age or have received advanced instruction at Public Elementary Schools or elsewhere up to 15 at least. ³²

The Board of Education have had one other relationship with technical and further education which has not been discussed in the preceding pages of this chapter. This relation has been through examinations conducted by representatives of the Board. The question of examinations is to be considered here in detail but a few general observations may be of value. As the successor of the Department of Science and Art the Board gave examinations in science and art and partially based the grants on the results. This practice, of basing grants on the results of examinations, was discontinued in 1906 but a system of examination was continued. During the period up to 1911 in the case of science and 1912 in the case of art, students would receive certificates for successful working of an examination paper. In the last years of the old plan of examinations there were 62,500 papers in science and 32,000 in art.

An explanation for the change in the system of examinations is given in the following:

"In the early days of further education the syllabuses of examining bodies supplied the only guidance which could be given to those of the teachers who, left to their own devices, would have been at a loss to plan courses for their students. In some subjects, at least, examining bodies can no longer function usefully in this direction. The proportion of barely competent teachers has been greatly reduced and technical teaching is concentrated in a comparatively small number of institutions so that the less competent or less experienced teachers can be brought under the direction of principals or heads of departments. Inspectors of varied qualifications, with teaching or other experience, are ready to collaborate with the teachers. Students have come to realise that it is to their advantage to attend on three nights a week, an arrangement which makes possible a systematic and thorough treatment of their subject as divisible into branches. In this way it comes about that school staffs become more competent than external examining bodies to plan curricula and syllabuses which shall be appropriate to the needs of part-time students, to the time which they can be expected to devote to their education and to the actual organisation of their studies."³³

The Board, in 1911, offered to endorse certificates issued by the schools for the single subjects. For the grouped courses the Board required an external assessment for the final year

³³Board of Education: *Survey of Technical and Further Education in England and Wales* (Educational Pamphlets, No. 49), 1926, p. 36.

of the course but the student in order to qualify for a certificate had to satisfy the requirements as regards homework, attendance and passing internal tests in the earlier stages. During the war the advanced examinations were withdrawn for the purpose of awarding scholarships.

"For part-time students at least no suitable external examinations in subjects which the Board has covered were then available. Not many schools elaborated plans for their own certificates, whether for endorsement by the Board or otherwise. As there was thus a prospect that many deserving students would be left without a suitable mark to aim at, the opportunity of exchanging views on the subject with the Institution of Mechanical Engineers was welcomed by the Board, and led to co-operation in a plan for issuing joint certificates. The leading educational principles of the plan of 1911 were retained; but through the appointment of assessors, with functions which correspond to those of external examiners, who co-operate with the teachers of the school acting as internal examiners the Institution obtains guarantees which justify its part in the certification of individual students. The schemes of study are, as before, formulated locally, but are referred to the Institution as well as to the Board in respect of such points as the qualifications of the teachers, the adequacy of the equipment and the general suitability of the curricula and syllabuses. Obviously schemes of this kind throw upon all parties to them work of a kind that did not arise when syllabuses were dictated by examining bodies and questions were set and answers were marked by external examiners. And though the new plan works smoothly enough, simplification, if it were practicable, would be an improvement. But the situation to be dealt with is not simple. Most present day teachers of engineering are men of that standing, professional and academic, which makes it reasonable to hope that they will do their best work if they are not tied down to the task of teaching their students for purely external examinations. On the other hand the schools are numerous and a widely dispersed as is the engineering industry. Few of them as yet enjoy such a reputation as will secure general respect for their certificates if they are not backed by a central body. The intervention of the Institution lends some industrial currency to documents which otherwise might not be highly esteemed even as scholastic evidence of attainment. There is no doubt as to the popularity of the general plan in the schools. It has done at least something to interest members of the engineering profession locally in the technical school of their district. It has demonstrated in one or two schools that the demand of Your Majesty's Inspectors for a higher standard was not unreasonable. Last, and not least, the new plan has encouraged in some of the stronger schools the development of a higher stage of part-time instruction than had previously been attempted.

"Schemes of a similar character have been negotiated with the Institute of Chemistry and with the Institution of Electrical Engineers. In connection with the Gas Industry a scheme of a rather different character, extending also to Scotland and Ireland, has been arranged with the Institution of Gas Engineers."³⁴

The new system of art examinations, introduced in 1913, provided for five examinations only; the subjects being drawing, painting, modelling, pictorial design and industrial design. As a rule, the group of tests comprising one examination serve as a basis for awarding the scholarships by the Board and also enter into a scheme for teachers' certificates.³⁵

SUMMARY

The first activity of the Board of Education in relation to technical education was to organize the regulations into one set which included all types of provision recognized. This was accomplished in the *Regulations* of 1904. In the period following 1904 the effort has been to secure longer and more regular attendance of pupils. Grouped courses, covering several years, were recommended as stimulating interest in the work thus organized.

The one important change in the regulations was introduced in 1913 with the special regulations for Junior Technical Schools. These were full-time technical schools for pupils between the ages of 13 and 15 or 16. The course was for two or three years and was designed to give specific training to pupils entering technological or trade employment.

The latter part of the period has been marked by the interest of the employers in the work of the technical schools. Several committees have been investigating the relationships between technical education and the needs of commerce and industry. The Board of Education have sponsored many of these inquiries and have been active in giving publicity to the findings.

³⁴*Ibid.*, p. 37 f.

³⁵For further details on the subject of examinations see *Ibid.*, p. 39 f.

CHAPTER VI

THE RELATION OF THE BOARD OF EDUCATION TO CERTAIN GENERAL PHASES OF THE PROVISION FOR POST-PRIMARY EDUCATION

There are certain general phases of the provision for post-primary education to which the Board of Education have had some relation at various times during the period under review in this study. The phases which will be discussed briefly, include the relation of the Board to teachers, medical inspection and treatment, the inspectorate and scholarships. Some tables showing the number of pupils in relation to the population for four periods, 1901, 1911, 1921 and 1929 will also be presented.

The Board of Education through the regulations for the various types of schools recognized by them, have always required that the qualifications of teachers should be such as would receive the Board's approval. The proportion of teachers who had to be certificated was never given definitely but approval was conditioned by the circumstances of the locality in which the school was situated. A degree from a university was considered adequate qualification for secondary school teachers. During the past few years, however, the Board have been advocating that an additional year be spent in professional training and practice after completion of the degree course. For elementary school teachers who had received training in training colleges or other institutions the Board had awarded a certificate on the basis of the results of an examination set by them. This arrangement was terminated in 1929¹ when the last final examinations were given by the Board. The examination from that date has been given by joint examining bodies representing training colleges, universities and other bodies interested in the training of teachers. A Central Advisory Committee is to be set up to co-ordinate the work of the various examining bodies functioning in the various sections

¹Board of Education: *Education in 1929*, p. 207.

of England and to secure as uniform a standard as possible in the examinations given by these different bodies. Until such a Committee could begin to operate effectively the inspectors of the Board were to co-operate with the examining bodies and give them the benefit of their experience in relation to the preparation and administration of the final examinations for certificate.²

The Board of Education conducts special courses for teachers in all types of schools. Most of these courses are held for about two weeks in the summer. Some, however, are week-end courses while others consist of one meeting a week for several weeks. The inspectors usually give these courses. In this way the inspectors have opportunity for direct work for the improvement of teaching. The best practices which they observe while carrying on their inspectional duties may thus be passed on to the teachers. In 1929 there were

“(a) 7 courses for teachers in public elementary schools in certain rural areas, and a course in educational psychology for teachers in public elementary schools in certain county boroughs. A new course for women teachers of older girls in elementary schools in urban areas was also held, in co-operation with the National Association for the Prevention of Infant Mortality.

(b) 18 courses for teachers in secondary schools.

(c) 9 courses for teachers in technical schools and evening institutes. A part-time course was also held for teachers in evening institutes.

(d) A course for teachers in Art schools.

(e) 5 courses for teachers of domestic subjects in elementary, secondary and technical schools.

(f) 3 courses for teachers of mentally retarded children, conducted in co-operation with the Central Association for Mental Welfare.

(g) A course for teachers in hospital schools and other schools for physically defective children, conducted in co-operation with the Central Council for the care of Cripples.

(h) 4 courses specially designed for teachers in schools in Wales. Two part-time courses were also held.

“Twenty-six other courses extending over a week end were also held in different parts of the country for teachers in one or more areas. Fourteen of these were for teachers in elementary schools; seven for teachers

²Board of Education: *Education in 1928*, p. 55 f.

in technical schools and evening institutes; two for teachers of domestic subjects, and three for teachers in Wales. The arrangements for most of these courses were made by a local education authority, but the lectures and discussions were under the direction of one of Your Majesty's Inspectors. These are purely refresher courses, in the sense that they are aimed chiefly at widening the teacher's interest in one or more aspects of their work by means of lectures, which were given by people who have made a special study of the subjects considered, and by discussion with the lecturers and with Your Majesty's Inspectors. . . . The greatest interest has been taken in courses of this kind, not only by the teachers, but also by members of the education committees from whose areas the teachers came, and by their officials, and there is no doubt that the courses are very highly appreciated. Indeed, the opportunity that they afford to teachers of discussing educational topics with each other and with the Inspectors is becoming an important element in the general educational life of the country."³

In 1929 the number of teachers who attended the short full-time courses provided by the Board of Education of local education authorities was 5,433 while 38,430 teachers attended part-time courses similarly provided.⁴

Another service which the Board of Education undertake, through the Office of Special Inquiries and Reports, is the arrangement for the exchange of teachers between England and France and Prussia. Each year the director of the Office of Special Inquiries and Reports, with what assistance he may require, selects teachers to act as assistants in French and Prussian schools and arranges for the employment of French and German assistants in English schools. This exchange has been in operation since 1904-05 except for the interruption, during the war, of the arrangement with Prussia. In the first year of the exchange (1904-05), 25 English teachers (17 men and 8 women) went to schools in France; one English teacher (a man) went to a School in Prussia. There were 5 French teachers (4 men and 1 woman) who were placed in schools in England.⁵ The number has fluctuated somewhat during the years which the plan has been in operation. In 1928-29, 49 English teachers (16 men and 33 women) were selected for positions in French secondary schools and training colleges, while 62 French assistants

³Board of Education: *Education in 1929*, p. 56.

⁴*Ibid.*, p. 209.

⁵Board of Education: *Report for the year 1907-1908*, p. 14.

(20 men and 42 women) were appointed to secondary schools and university institutions in England and Wales. Nine German assistants (4 men and 5 women) were appointed to English secondary schools in 1929-30.⁶

The Board have, since 1910, made arrangements for secondary school teachers to visit in schools in which some phase of the educative process is being carried out with unusual effectiveness. The length of such visits is usually two weeks. When such visits are approved by the Board a sum, not exceeding £20, is paid to help meet the expense involved. An appraisal was made in 1913 of the results of these observation visits.

"In the result of the whole series of visits extending over the years 1910-13, this experiment will accordingly have been made, its operation watched, and its results appraised, in the case of 20 teachers—12 men and 8 women—engaged in teaching, as their principal subject, English, Geography, History, French (or French and German), Mathematics, Physical Science, Latin, Art and Agriculture. The visits, so far as their results are now ascertained and tested, have been of much value towards improvement of methods, widened outlook, and stimulus to their colleagues as well. Several of the Head Masters and Head Mistresses of the schools visited have expressed themselves warmly with regard to the interest of the visits from their own side and the mutual advantages gained. The Board will henceforth be in a position of much greater experience toward promoting and directing in future arrangements having a similar object, both as regards the aims to be kept in view and the difficulties or drawbacks to be avoided."⁷

These visits have been arranged each year although the number of them has never been large. In 1928-29 only 9 teachers made such observational visits under arrangements made by the Board. However, in the *Report* for that year it was stated that an extension of the system to enable "promising but inexperienced teachers to gain experience of improved methods of teaching"⁸ would be welcomed by the Board.

On several occasions, especially when the grants to various types of schools were increased, the Board of Education urged

⁶Board of Education: *Education in 1929*, p. 81.

⁷Board of Education: *Report for the year 1912-1913*, p. 115.

⁸Board of Education: *Education in 1929*, p. 20.

that some of this increase should be used for paying more adequate salaries to the staff. This suggestion was not always carried out and in the years 1917-19 there were

“a considerable number of disputes [in regard to salaries] between teachers and Local Authorities; some were settled by arbitration, arranged by the Board or the Ministry of Labour, but others were intractable and led to closure of the schools in some areas for considerable periods. In the summer of 1918 the President of the Board began a series of conferences with associations of Local Authorities and teachers, which led in 1919 to the establishment by them of a Standing Joint Committee ‘to secure the orderly and progressive solution of the salary problem in public elementary schools, by agreement on a national basis, and its correlation with a solution of the salary problem in secondary schools.’ Lord Burnham became Chairman of the Joint Committee and also of similar Committees formed to deal with salaries in secondary and technical schools.”⁹

It was necessary for the Board to arrange for some such committee to settle the question of salaries not only because of the losses due to the closure of schools, but also because of the provision in the *Education Act, 1918* which based the Parliamentary grant to schools on the expenditure. Thus the question of salaries became of vital importance to the Board.

The three Committees mentioned above, under the chairmanship of Lord Burnham, reported in 1920 and 1921 and presented standard scales for teachers in elementary, secondary and technical and art schools. These scales were accepted by the representatives of the interested bodies on the committees but unfortunately the period in which the operation of the scales began was one of financial stress and the Board had to accept them with qualifications. The scales were to be in operation for five years and expired on the 31st of March, 1925. The scales provided minimum and maximum salaries, with annual increments, for teachers with different qualifications. There were different levels provided to equalize differences in the cost of living in different areas. The scale to be applied to each area was recommended by the Committee. The scales were generally adopted by the local education authorities but

⁹Selby-Bigge, Sir Lewis Amherst: *The Board of Education*, London: G.P. Putnam's Sons, 1927, p. 262.

there were some disputes. One of them was described in the report for 1923-24. It is quoted in full because it illustrates the power of the Board and the method of using that power.

"The dispute at Lowestoft between the Authorities and the Teachers, which was referred to in the last Report and of which a further account was promised in this, came to a head in the early part of 1923. The Standard Scale which had been allocated to Lowestoft by the Burnham Committee, adopted by the Authority and put into force 1st April, 1921, was Scale II. At the end of 1922 the Authority decided that there should be an average deduction of 10 per cent and gave notice to the teachers of the termination of their engagements on the following 31st March, at the same time offering them re-appointment on such revised salaries as might be agreed upon. Prolonged negotiations followed without any satisfactory result, and the teachers' engagements came to an end on the 31st March 1923. The Authority then proceeded to appoint applicants from outside at lower rates. This enabled the schools to be carried on, but a considerable number of children were withdrawn by their parents out of sympathy with the displeased teachers and attended improvised schools known as 'Welfare Centres,' which were conducted by the displeased teachers (with financial support from the National Union of Teachers) in temporary premises.

"In May, 1923, the Board conveyed to the Authority a serious warning with regard to the prospects for the maintenance of efficient instruction in schools which were being carried on under a staff almost completely new and with a high proportion of its members possessing no previous experience. The Board pointed out that, if they were not satisfied on the question of efficiency, the grant might be affected. Shortly afterwards they arranged a conference at Whitehall between the Authority and the Teachers' representatives, which, however, was ineffective. At the end of the year, after deliberately allowing a reasonable interval of time in which the new teachers might meet initial difficulties, they arranged for a comprehensive inspection of all the schools with a view to deciding whether the schools as reorganised were being efficiently conducted in accordance with the requirements of the Code. The Reports of Your Majesty's Inspectors revealed that a considerable number of the schools had suffered a serious loss of efficiency. In these circumstances the Board felt obliged to warn the Authority that there was grave reason to believe that, when they came to review the Authority's performance of their duties during the Financial Year 1923-24, particularly in relation to Articles 27 and 33 (c) of the Code, they would find themselves unable to pay grant without considerable

reduction on account of the loss of efficiency, and they added that, in order to guard against the possibility of over-payment of grant, they felt it incumbent on them to suspend the payment of the next installment of grant, normally payable under Article 9 of the Regulations for Substantive Grant.

"Negotiations were then reopened between the Authority on the one hand and the National Union of Teachers on the other, and an agreement was finally reached under which the displaced teachers were to return on 'Burnham' terms on the 1st March, 1924, the imported teachers were to receive from the Authority salary in lieu of notice (the assistant teachers receiving one month's salary in addition), while, in certain agreed cases of extreme hardship, both heads and assistants were to receive salary for longer periods. The settlement was made possible by the action, on the one hand, of the National Union, who agreed to pay the reappointed teachers during the period in respect of which the out-going teachers were receiving payment from the Authority, and on the other of the Board who, while unable to take into account for grant purposes the compensation payments made to the out-going teachers, nevertheless, in the interests of peace, decided to consider these payments in arriving at the amount of the deduction which in all the circumstances, it would be proper for them to make from the grant for the year in question. This deduction was finally assessed at £2,000."¹⁰

The agreement in regard to the scales set up by the three Standing Committees in 1920 and 1921 expired March 31, 1925. It became necessary, therefore, to consider what scales should come into force after that date. The Committees met to decide this question but in each case they failed to reach an agreement. It was decided to submit the question to arbitration and Lord Burnham was selected and accepted the position as Arbitrator. His award was made on March 27, 1925 and was accepted by the President of the Board for purposes of grant, by the Committees and by the local authorities and teachers generally.¹¹

The scales thus set up, together with correspondence and

¹⁰Board of Education: *Report for the year 1923-1924* p. 64 f.

¹¹Board of Education: *Report for the year 1924-1925*, p. 3.

memoranda relating to them, were published in 1927.¹² The scales were to be effective for six years from March 31, 1925, and thereafter from year to year, subject to notice of one year from either panel (one representing the teachers and the other the Local Education Authorities) of the Standing Joint Committee. The scales for certificated elementary school teachers, four in number, provided minimum salaries for men of from £168 to £190 with annual increments of £12 until the maximum, varying from £312 to £408, was reached. For women the minimum salaries ranged from £150 to £180 with annual increments of £9 until the maximum of from £246 to £324 was reached. The four different scales were allocated to the different areas of the local education authorities. Scales were also provided for head teachers and uncertificated assistant teachers.

There were two scales agreed upon for graduate and two for non-graduate teachers in secondary schools in which local authorities accept the responsibility for the salary scales. These are given in the following table. There were additional amounts added to the scale on account of additional training, exceptional value, superior academic attainments or increased responsibility. Non-graduate teachers are those who have completed a three years' full time course at an institution recognized by the Committee and have passed an examination which was a sufficient test of the satisfactory completion of the course.

¹²Board of Education: *Standard Scales of Salaries for Teachers in Public Elementary Schools, England and Wales*. (Third Report of the Standing Joint Committee representative of the County Councils Association, the Municipal Corporations Association, the Association of Education Committees, and the London County Council, and of the National Union of Teachers). February, 1927, 32 p.

Board of Education: *Second Report of the Standing Joint Committee representative of Associations of Local Education Authorities, Associations of Teachers in Secondary Schools and the National Union of Teachers on Scales of Salaries for Teachers in Secondary Schools in which the Local Education Authorities accept responsibility for the Salary Scales, England and Wales*, February 1927, 29 p.

Board of Education: *Second Report of the Standing Joint Committee representative of Local Education Authorities and Associations of Teachers on Scales of Salaries for Teachers in Technical and Art Schools in which the Local Education Authorities accept responsibility for the Salary Scales, England and Wales*, February, 1927, 30 p.

TABLE XVI

SALARY SCALES FOR ASSISTANT MASTERS AND MISTRESSES
IN SECONDARY SCHOOLS UNDER LOCAL AUTHORITIES,
EFFECTIVE FROM APRIL 1, 1925.

	ASSISTANT MASTERS			ASSISTANT MISTRESSES		
	Minimum	Annual Increment	Maximum	Minimum	Annual Increment	Maximum
	£	£	£	£	£	£
<i>Graduates</i>						
England and Wales (except London)	234	15	480	216	12	384
London	276	15	528	264	12	420
<i>Non-Graduates</i>						
England and Wales (except London)	186	12	384	174	9	306
London	204	12	432	192	9	342

The scales given in Table XVI also apply to graduate assistants and non-graduate assistants in technical and art schools. In the case of all three types of teachers, elementary, secondary, and technical, the annual increments do not accrue until after two years' service. There are many additional details, relating to the application of the scales, given in the reports but these are not important for this study.

Another phase of the Board's relation to teachers, closely allied to the question of salaries, is concerned with the superannuation of teachers. Elementary school teachers had been receiving pensions from the State for more than eighty years but the service of teachers in secondary and other schools of higher education was not thus recognized until 1918. By the provisions of the *School Teachers (Superannuation) Act, 1918* all full-time teachers in grant-aided schools were to receive superannuation allowances on a non-contributing basis. However, in the years immediately following, the increase in teachers salaries and the state of national finances made it

necessary to effect some economies. One of the recommendations of the Committee on National Expenditure, of which Sir Eric Geddes was Chairman, was that "the superannuation of teachers should be placed upon a contributory basis and that pending inquiry a five per cent contribution should be levied on all pensionable teachers."¹³ This recommendation was incorporated in the *School Teachers (Superannuation) Act, 1922* which provided for the collection of such contributions. A Departmental Committee was appointed under the Chairmanship of Lord Emmott, to consider modifications of the *Superannuation Act* of 1918. This Committee recommended that the superannuation of teachers should be placed on a contributory basis. A central fund under the management of the National Debt Commission was suggested to which teachers should contribute 5 per cent of their salaries, local education authorities and governing bodies of schools should contribute 2½ per cent of their salary bill and the Board of Education should contribute a sum equal to the contributions of the local education authorities and the governing bodies or one-fourth of all charges which would otherwise have to be met in full from the fund.¹⁴ These suggestions were incorporated in the *Teachers (Superannuation) Act, 1925* which provides for the pensioning of teachers on a contributory basis.

MEDICAL INSPECTION AND TREATMENT

Medical inspection and treatment was first provided in elementary schools by the *Education (Administrative Provisions) Act, 1907* (see p. 29 above). The provisions of this Act were extended to authorities charged with the provision of higher education by the *Education Act, 1918*, (section 18) which came into operation in April 1920. The provisions of these Acts are carried out under the direction of the Board's Chief Medical Officer who is also the Chief Medical Officer of the Ministry of Health. The activities of this branch were briefly reviewed in the *Report of the Board for 1929* as follows:

¹³Board of Education: *Report for the year 1921-1922*, p. 1.

¹⁴Board of Education: *Report for the year 1922-1923*, p. 161.

"Twenty years have passed since the School Medical Service came into existence, and the occasion is opportune to review the progress that has been made. The Service, the scope of which at first was somewhat indeterminate, developed naturally on certain lines indicated by the findings of medical inspection, which showed that certain groups of defects predominated in school children, and under existing conditions failed for the most part to obtain treatment—defects of eyesight, 'minor ailments,' dental disease and enlarged tonsils and adenoids. The primary duty of an authority, in addition to providing for medical inspection and following up, is to make adequate arrangements for the treatment of these four groups of defects. We are in a position, therefore, to measure not only the progress already made, but what remains to be accomplished before this objective it attained.

"It is a matter for congratulation that the arrangements for the routine medical inspection at the three prescribed ages of five, eight, and twelve are practically complete. It must never be forgotten that the purpose of the School Medical Service is the maintenance of the health of the normal child, quite as much as the re-establishment of health of the sub-normal or defective child and that, therefore, systematic inspection by the school doctor of every child, sick or well, is the foundation of any service for the medical care and supervision of school children.

"In addition to the routine medical inspection there must also be opportunity for the reference to the school doctor of special cases—children in regard to whose health the parent, teacher, or school nurse is in doubt—and for the re-examination of children previously found to be suffering from some defect or requiring to be kept under observation. The very large numbers of special cases examined suggest that this part of medical inspection is now approaching completeness. The volume of re-examinations is also very large and still increasing from year to year. . . . To sum up, it may be claimed that provision for medical inspection is now reasonably complete, and the same may be said of the authorities' arrangements for cleanliness surveys and the treatment of defects of sight. As regards provision for 'minor ailments' and for the operative treatment of adenoids and enlarged tonsils, though this is not yet complete, it may be said that the goal is in sight. The one great deficiency is in respect of dental treatment, provision for which will have to be at least doubled, before the School Medical Service can be regarded as complete on this side of its work."¹⁵

It was reported in the same year that 138 of the 147 authorities concerned with higher education had carried out their duty of providing medical inspection in secondary schools and

¹⁵Board of Education: *Education in 1929*, p. 60 f.

other institutions with varying degrees of completeness. Facilities for one or more forms of treatment were provided by 108 of these authorities.¹⁶

INSPECTORATE

Many of the relationships which the Board of Education have in the provision for education are carried on through their inspectors. The inspectorate is divided into six branches.

"These are: (1) the Elementary Education Branch with the duty of inspecting Public Elementary Schools and, on behalf of other Government Departments, certain other schools, including Poor Law, Industrial and Reformatory Schools. Separate from this branch, though in close connection with it is (2) the Training of Teachers Branch. Training Colleges are inspected by inspectors mainly of the Elementary Branch under the general supervision of the Chief Inspector for the Training of Teachers. (3) The Technological Branch, which is responsible for the inspection of, among other institutions, Technical Schools and Colleges, Junior Technical Schools, and Continuation Schools. This division also comprises a body of inspectors responsible for the inspection of Schools of Art. (4) The Secondary Branch, with the duty of inspecting mainly State-aided Secondary Schools. (5) The Medical Branch, which is responsible for the general supervision of the School Medical Service, organised by Local Education Authorities, and for the inspection of Special Schools and Evening Play Centres, and of Physical Training in all kinds of schools and institutions. To these in strictness should be added (6) The Women Inspectorate, under the Chief Woman Inspector. Women, however, work in all branches of the Inspectorate."¹⁷

Inasmuch as the local education authorities also have inspectors to evaluate the work of the schools in their areas there is a possibility of a duplication of activity. The difference between the work of the two groups of inspectors is explained in the following:

"From very careful enquiries made, it is clear that the work of Inspectors employed by Local Education Authorities is, in practice, complementary rather than parallel to that of the Board's Inspectors, and that they carry out duties which it would be neither possible nor appropriate for

¹⁶Further details and statistics relating to the important service of medical inspection and treatment are available in the annual reports of the Chief Medical Officer of the Board of Education.

¹⁷Board of Education: *Report for the year 1922-1923*, p. 9. A special chapter on the origin and growth of the inspectorate is included in this report.

an official of the Central Authority to undertake. Local Authorities having Inspectors of their own use them as intelligence officers and as links between the Committee and the schools. They are the agents of the Authority for collecting specific information, carrying out particular enquiries, or investigating particular complaints. They also report on the staffing, supplies, equipment and premises of the schools and advise on questions of the promotion and increment of teachers, and in many cases carry out disciplinary and executive work. These various duties, both administrative and executive, naturally involve educational knowledge and work, but the latter is usually of a kind which does not duplicate the work of the Board's Inspectors. The primary duty of the latter is to ascertain whether educational value is obtained for the expenditure of State money, and they are therefore required to report systematically on the educational standard of schools and areas, a function, which, so far as it is performed in certain areas by local Inspectors, is usually one of many other duties.

"To avoid, however, the risk of duplication the Board's Inspectors have in almost every case a working agreement with the local officials, and there is every reason to believe that this co-operation is both cordial and effective. There are a few of the larger Authorities who employ a relatively large number of Inspectors, whose work is more analogous to that of the Board's Inspectors, and in these areas the Board, wherever possible, employ a proportionately smaller staff mainly for the purpose of conducting general enquiries or inspecting typical schools by way of sample. This is especially the case in London, where the Board does not carry out any systematically detailed inspection of elementary schools."¹⁸

SCHOLARSHIPS

Since 1918-19 the Board of Education has awarded approximately 200 State Scholarships annually.¹⁹ These scholarships are awarded to candidates who are under 19 years (girls under 20) of age on the 31st of July preceding the date of the examination, and are pupils in grant-aided secondary schools and who have passed one of the Second Examinations approved by the Board and have been nominated for the scholarship by the examining body. The examining bodies are asked to take into account, not only the candidate's performance in the examination, but also, as far as should appear to them

¹⁸Board of Education: *Memorandum on the employment by Local Education Authorities of Local Officers for Inspection of Schools or work analogous to Inspection*, 1923, p. 2.

¹⁹Board of Education: *Report for the year 1919-1920*, p. 84.

desirable and practicable, the candidate's school record, supplemented by a personal interview. The holder of a scholarship receives a grant for approved fees and in addition a sum not to exceed 80*l* for maintenance if such aid is required. Each of the examining bodies has a certain number of scholarships allocated to it. The examining body nominates that number as candidates for the scholarships. The Board of Education make the award. These scholarships are tenable at any university in England or Wales for three years and may under certain circumstances be extended for a fourth year.²⁰

"The competition for State scholarships has continued to increase. During the ten years in which the scheme has been in operation the number of pupils of 17 years of age and over in grant-aided secondary schools has increased by about 50 per cent, and the entries for the 200 scholarships which are open to competition each year have risen from 1,090 (703 boys and 387 girls) in 1920 to 3,919 (2,491 boys and 1,528 girls) in 1929. From information supplied by the examining bodies on whose nominations the scholarships are awarded, it is clear that the number of candidates who reach the standard for a scholarship is now considerably larger than the number of scholarships available. Having regard to all these considerations, the Board propose to increase the number of scholarships for award annually from 200 to 300, beginning in 1930."²¹

In addition to the 199 State scholarships awarded in 1929 there were 45 awards made in Science at the Imperial College of Science and Technology on the results of the Science Scholarships Examination held by the Board (20 of these carried maintenance grants up to £80 annually in addition to free tuition); 141 awards in Art (11 of which entitled the holders to a maintenance allowance of between £60 and £80 a year for three years in addition to free admission, while others have values ranging from free admission to £65); 2 Senior Whitworth Scholarships for students of Mechanical Engineering (annual value of £250 and tenable for two years); 6 Whitworth Scholarships (annual value of £125, which may be increased if the Board think fit, tenable for three years); and 17 full-time and 4 part-time studentships for teachers (maximum grant for full-time award is £100 and for the part-time a sum not exceeding

²⁰Board of Education: *Education in 1929*, p. 187.

²¹*Ibid.*, p. 59.

three-fourths of the fee for the course). Thus, in all, there were 414 awards made by the Board of Education in 1929 most of which carried some additional grant above tuition.²²

RELATIVE ACCEPTANCE OF PROVISION MADE

The following tables are presented to show the enrolment in the schools which receive grants from the Board of Education. The pupils are distributed by ages in so far as published statistics make that possible. The years 1901, 1911 and 1921 were chosen because for those years the distribution of the population aged 12 to 18 was available in the census returns. The year 1929 was used because that is the last year for which detailed statistics are published.

It must be kept in mind that these tables refer only to pupils in schools in receipt of grants from the Board of Education. The pupils in secondary schools inspected and recognized as efficient by the Board have not been included since the age distribution was not given and no basis for estimating the number from 12 to 18 years of age could be discovered. There were 63,900 pupils in this group of schools in 1928-29.

The tables refer, in each case, to both England and Wales. This change from the practice throughout the study was made necessary by the inability to secure the population group, 12 to 18, distributed by ages for England alone.²³ The table for 1901 is probably not very reliable and may contain some duplication between pupils in elementary schools and those in Science and Art schools. Nearly 10 per cent of the pupils considered as being in elementary schools for full-time may have attended only half-time under the partial exemption by-laws which were effective until the *Education Act, 1918* (see p. 34 above).

Of the pupils omitted from these tables some are in endowed schools which have not asked the Board for inspection or have been inspected but have not wished to meet certain

²²*Ibid.*, p. 189.

²³The Registrar-General's office reported that no such distribution had been published except for the year 1901.

of the conditions for grant, and some are in private or proprietary schools which may or may not have been inspected by the Board but which could not receive grants because they were run for private profit. Two returns have been made of the pupils in these schools. The first, in 1897 (see p. 14 above), showed that 161,234 pupils from 12 to 18 were in schools outside the jurisdiction of the Educational Department. Some of these pupils were in Science and Art classes subsidized by the Science and Art Department. The second return of such schools was made by the Board by reason of the provision of the *Education Act, 1918*, that all schools not in receipt of grants must report certain facts to the Board (see p. 35 above). This return showed that there were 315,000 pupils in 7,000 schools in England and 11,000 in 300 schools in Wales in 1921-22. All of these numbers are approximate only. The majority of the schools were elementary in character with an age-range from 4 to 13.²⁴

More significant observations might be made if all the facts were available in regard to the whole period under review. However, there are some facts which the tables bring out which are important. Quite obviously the relative number of pupils in the state-aided schools between the ages of 12 and 18 has increased since 1901, the change being marked and quite rapid in the 13 and 14 year old groups especially. There has been a regular relative increase in each year group for each successive period since 1901 except in the case of the twelve year old pupils since 1911. The only apparent explanation of this unexpected condition is that more students relatively were attending schools not recognised for grants in 1929 than was the case in 1921 or 1911.

²⁴Board of Education: *Report for the year 1921-1922*, p. 79.

TABLE XVII SUMMARY TABLE SHOWING PUPILS IN SCHOOLS, IN ENGLAND AND WALES, RECOGNIZED BY THE BOARD OF EDUCATION AND THE RELATION WHICH THESE NUMBERS BEAR TO THE TOTAL POPULATION OF THE AGES REPRESENTED, 1901.

Pupils classified according to the nature of instruction and the type of institution	Aged 12 and under 13		Aged 13 and under 14		Aged 14 and under 15		Aged 15 and under 16		Aged 16 and under 17		Aged 17 and under 18		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<i>Under full-time instruction</i>														
1. In elementary schools.....	534,909	80.78	252,323	38.07	48,475	7.26	7,748	1.18					843,455	21.36
<i>Under full-time or part-time instruction</i>														
2. In science schools or classes. .													178,795	4.53
3. In art schools or classes. . . .													153,534	3.89
<i>Under part-time instruction</i>														
4. In evening continuation schools	6,054	0.91	50,026	7.55	103,417	15.49	93,482	14.25	73,709	11.11	50,536	7.93	377,224	9.55
5. As pupil-teachers.													28,002	0.71
Total.....	540,963	81.69	302,349	45.62	151,892	22.75	101,230	15.43	73,709	11.11	50,536	7.93	1,581,010	40.04
Total of persons enumerated in the census of 1901.....	662,180 (estimated)		662,873		667,773		655,886		663,293		637,608		3,949,613	.....

Note. In the case of No. 2, 3, 5 above, no distribution by ages was available.

TABLE XVIII SUMMARY TABLE SHOWING PUPILS IN SCHOOLS, IN ENGLAND AND WALES, RECOGNIZED BY THE BOARD OF EDUCATION AND THE RELATION WHICH THESE NUMBERS BEAR TO THE TOTAL POPULATION OF THE AGES REPRESENTED, 1911.

Pupils classified according to the nature of instruction and the type of institution	Aged 12 and under 13		Aged 13 and under 14		Aged 14 and under 15		Aged 15 and under 16		Aged 16 and under 17		Aged 17 and under 18		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<i>Under full-time instruction</i>														
1. In elementary schools.....	597,612	85.43	421,869	61.08	48,378	7.05	7,243	1.08	747	0.10	200	0.03	1,076,049	26.33
2. In secondary schools.....	32,709	4.68	36,455	5.28	30,722	4.47	20,628	3.08	11,522	1.71	4,905	0.74	136,941	3.35
3. In schools under regulations for technical schools, etc.....	419	0.06	1,225	0.18	3,016	.44	1,958	0.29	1,318	0.20	811	0.12	8,747	0.21
<i>Under part-time instruction</i>														
4. In elementary schools.....	25,231	3.61	8,921	1.29									34,152	0.84
5. In schools under regulations for technical schools, etc.....	6,009	0.86	51,967	7.52	112,270	16.34	93,717	13.99	82,592	12.27	65,312	9.80	411,867	10.08
6. As pupil-teachers and student-teachers.....							4	0.00	1,727	0.26	4,603	0.69	6,334	0.15
Total.....	661,980	94.64	520,437	75.35	194,386	28.30	123,550	18.44	97,906	14.54	75,831	11.38	1,674,090	40.96
Total of persons enumerated in census of 1911.....	699,511		690,732		687,255		669,971		672,969		666,235		4,086,673	.....

Note: This table was adapted from one in the Final Report of the Departmental Committee on Juvenile Education in Relation to Employment after the War, 1917, Vol. I, p. 31.

TABLE XIX SUMMARY TABLE SHOWING PUPILS IN SCHOOLS, IN ENGLAND AND WALES, RECOGNIZED BY THE BOARD OF EDUCATION AND THE RELATION WHICH THESE NUMBERS BEAR TO THE TOTAL POPULATION OF THE ACES REPRESENTED, 1921

Pupils classified according to the nature of instruction and the type of institution	Aged 12 and under 13		Aged 13 and under 14		Aged 14 and under 15		Aged 15 and under 16		Aged 16 and under 17		Aged 17 and under 18		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<i>Under full-time instruction</i>														
1. In elementary schools.....	638,308	86.02	514,630	69.10	120,158	16.51	9,940	1.38	1,167	0.16	112	0.02	1,284,315	29.58
2. In grant - aided secondary schools.....	52,386	7.06	64,956	8.72	60,775	8.35	46,317	6.44	27,066	3.78	12,874	1.86	264,374	6.09
3. In junior technical schools....	1,401	0.19	4,253	0.57	3,993	0.55	1,410	0.20	106	0.01	9	0.00	11,177	0.26
4. In schools of nautical training	63	0.01	368	0.05	533	0.07	442	0.06	(128)	.....	a	.....	1,534	0.04
5. In technical institutions and advanced courses in art.....														
							153	0.02	(1,058)	.....	a	.....	1,211	0.03
<i>Under full-time or part-time instruction</i>														
6. In technical day classes.....	b		b		(3,150)		(2,661)		c		c		5,811	0.13
7. In schools of art.....	b		b		(9,338)		(12,080)		c		c		21,413	0.49
8. In art classes.....	b		b		(852)		(912)		c		c		1,764	0.04
9. In preparatory classes, pupil-teacher centres, and rural pupil teachers.....	50	0.01	124	0.02	569	0.08	637	0.09	890	0.12	3,056	0.44	5,326	0.12
<i>Under part-time instruction</i>														
10. In ordinary continuation or evening technical courses....	3,606	0.50	39,228	5.27	119,977	16.48	87,965	12.24	87,253	12.19	68,543	9.90	406,572	9.36
11. In day continuation schools..	c		c		c		(49,886)		d		(4,801)		54,687	1.26
Total.....	695,814	93.79	623,564	83.73	306,005	42.04	146,864	20.43	116,482	16.26	84,594	12.22	2,058,189	47.40
Total of persons enumerated in the census of 1921.....	742,026		744,768		727,875		718,698		715,729		692,491		4,341,587	.....

Note: Numbers in parentheses are included in the line totals but are not in the column totals. These numbers include pupils with a wider age range than one year.

a. Number included in the preceding column.

b. Number included in the number in the column headed "aged 14 and under 15."

c. Number included in the number in the column headed "aged 15 and under 16."

d. Number included in the number in the column headed "aged 15 and under 16."

TABLE XX. SUMMARY TABLE SHOWING PUPILS IN SCHOOLS, IN ENGLAND AND WALES, RECOGNIZED BY THE BOARD OF EDUCATION AND THE RELATION WHICH THESE NUMBERS BEAR TO THE TOTAL POPULATION OF THE AGES REPRESENTED, 1929.

Pupils classified according to the nature of instruction and the type of institution	Aged 12 and under 13		Aged 13 and under 14		Aged 14 and under 15		Aged 15 and under 16		Aged 16 and under 17		Aged 17 and under 18		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
<i>Under full-time instruction</i>														
1. In elementary schools.....	519,367	80.88	524,023	75.45	168,276	23.63	16,697	2.36	(2,207)	.....	a	.....	1,230,560	29.60
2. In grant - aided secondary schools.....	64,592	10.06	69,742	10.04	69,616	9.78	60,890	8.60	36,475	5.23	17,038	2.43	318,353	7.66
3. In junior technical schools.....	1,075	0.17	4,200	0.60	6,838	0.96	5,024	0.71	(1,106)	.....	a	.....	18,243	0.44
4. In junior housewifery schools.....	2	0.00	140	0.02	342	0.05	126	0.02	(28)	.....	a	.....	638	0.02
5. In schools of nautical training.....	18	0.00	130	0.02	346	0.05	427	0.06	(141)	.....	a	.....	1,062	0.03
6. In junior departments of art schools.....	173	0.03	564	0.08	673	0.09	340	0.05	(122)	.....	a	.....	1,872	0.05
7. In senior courses in technical colleges.....	.....	.....	.....	.....	.....	.....	400	0.06	1,077	0.15	1,185	0.17	2,662	0.06
<i>Under full-time or part-time instruction</i>														
8. In technical day classes.....	.....	.....	.....	.....	1,139	0.16	1,543	0.22	2,638	0.38	2,993	0.43	8,313	0.20
9. In art schools.....	.....	.....	.....	.....	6,458	0.91	4,182	0.59	5,291	0.76	5,506	0.78	21,437	0.52
10. In preparatory classes, pupil-teacher centres and rural pupil-teachers.....	26	0.00	31	0.00	198	0.03	269	0.04	313	0.05	879	0.13	1,716	0.04
<i>Under part-time instruction</i>														
11. In day continuation schools.....	.....	.....	.....	.....	10,173	1.43	5,755	0.81	2,755	0.39	1,485	0.21	20,168	0.49
12. In evening institutes and evening courses in technical colleges.....	.....	.....	29,402	4.23	117,404	16.49	92,054	13.00	85,576	12.27	70,586	10.05	395,022	9.50
Total.....	585,253	91.14	628,232	90.44	381,463	53.58	187,697	26.52	134,125	19.23	99,672	14.20	2,020,046	48.61
Estimated population July 1st, 1928.....	642,138	.....	694,539	.....	712,016	.....	708,334	.....	697,508	.....	702,114	.....	4,156,649	.....

Note: Numbers in parentheses are included in the line totals but not in the column totals. These numbers include pupils with a wider age range than one year.
a. Number included in the number in the preceding column.

The relative number of pupils registered for full-time attendance appears to have increased with fair regularity since 1901.²⁵ The per cent of full-time attendance in elementary schools was fairly constant in 1921 and 1929 whereas the attendance in secondary schools changed from 6.09 per cent of the total to 7.66 per cent. This increase was fairly uniform throughout the entire age range.

Perhaps the most significant fact of all is that nearly one-half of the children between the ages of 12 and 18 were in attendance at a school in 1929. For some it was full-time while for others it was only for a few hours during the year, but in either case an opportunity was given the different types of schools to add something to the training of the boys and the girls included in that group.

The trends pointed out in the preceding paragraphs are more clearly shown in the following graphs.

²⁵The numbers in any one per cent column may be added together since the base is the same for each per cent in any single column, e.g., the per cent of full-time attendance in 1911 was the sum of 26.33, 3.35 and .21 or 29.89.

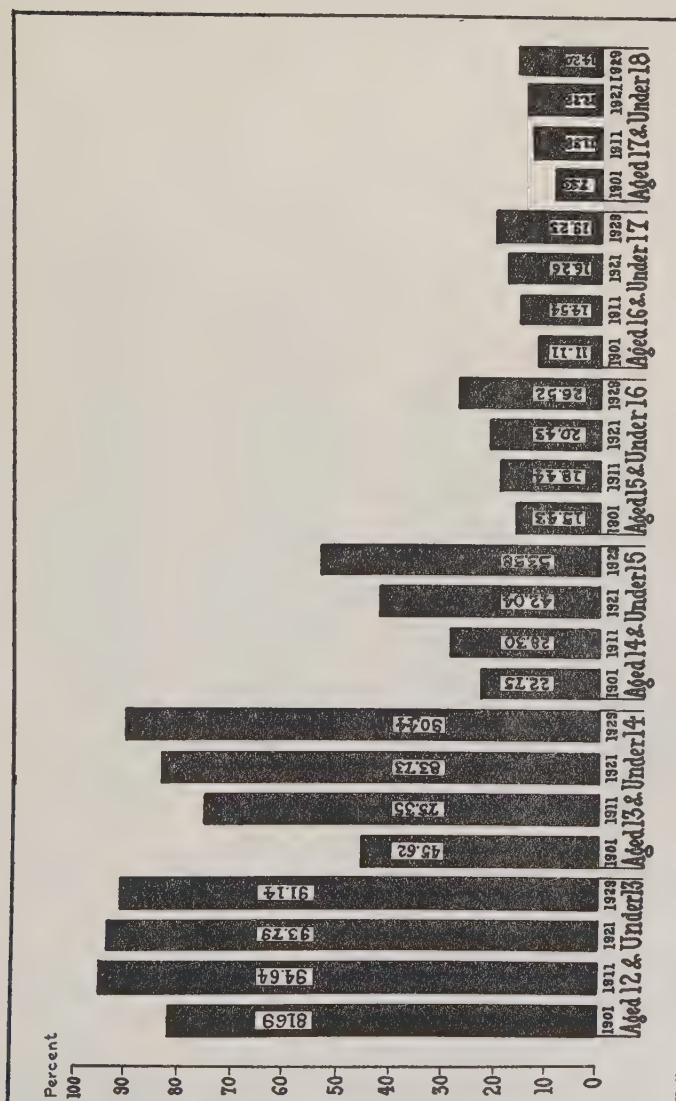


FIGURE 1. PROPORTION OF THE POPULATION, AGED 12 TO 18 UNDER FULL-TIME AND PART-TIME INSTRUCTION AT GRANT-AIDED SCHOOLS IN ENGLAND AND WALES.

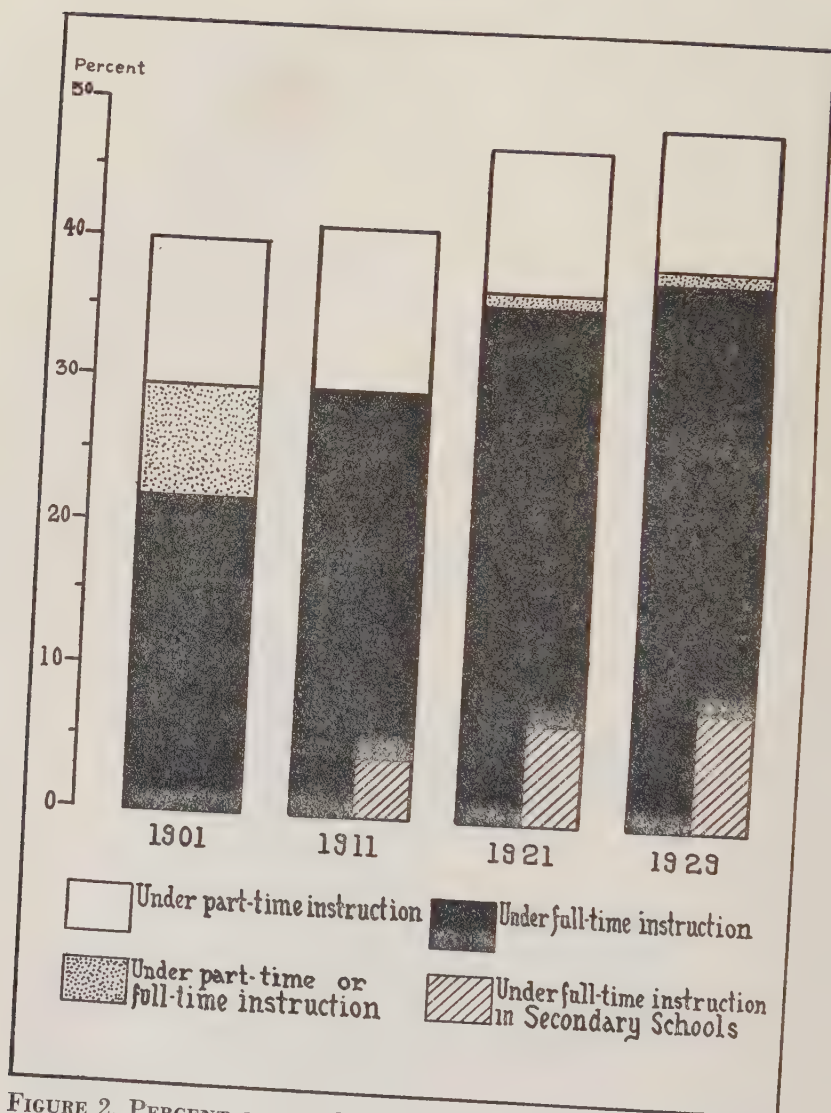


FIGURE 2. PERCENT OF THE POPULATION AGED 12 TO 18 YEARS IN GRANT-AIDED SCHOOLS IN ENGLAND AND WALES WITH THE PROPORTION UNDER FULL-TIME INSTRUCTION SHOWN.

CHAPTER VII

SUMMARY AND CONCLUSIONS

The Board of Education were constituted by the *Board of Education Act, 1899*, to superintend matters relating to education in England and Wales. The Board consist of a President and the Lord President of the Council, the Principal Secretaries of State, the First Commissioner of the Treasury and the Chancellor of the Exchequer. It was not supposed, when the Act passed Parliament, that the Board would ever meet and they never have.

In practice the work of superintending matters relating to education in England and Wales is carried out by the President of the Board of Education who is a responsible Minister of the Government, assisted by a permanent staff under the headship of the permanent secretary. The President is responsible for the determination of policies but he quite naturally seeks the advice of the permanent secretary, other members of the staff, the Consultative Committee, representatives of interested bodies or individuals interested in education.

The more important legislative activities of the Board have produced two important Acts, the *Education Act, 1902* and the *Education Act, 1918*. The former set up a relatively small number of local education authorities to replace the large number of school boards which had been constituted by the *Elementary Education Act, 1870*. Permission was also given to the councils of counties and county boroughs to supply education other than elementary within their areas. It is with the superintendence of the higher education, which the local authorities were thus given the right to supply, that the activities of the Board of Education have been concerned, primarily, during the period under review. Public Elementary schools had been established previously and the changes in the regulations for these schools, introduced by the Board, were relatively unimportant. The one change sponsored by the Board, the development of a special

type of school called the Higher Elementary School, was not successful. The Board of Education have tried to improve the service which had been begun previous to 1900 rather than to institute radical changes. This improvement was stimulated through increased grants (especially after 1918), the "black-listing" of inadequate schools, the financial aid given to secure more adequate training for intending elementary school teachers, the preparation of pamphlets, *Suggestions*, etc., for teachers, and the publicity given through Consultative Committee reports, annual reports, circulars and educational pamphlets, of plans and suggestions for the reorganization of schools to meet better the needs of pupils over the age of 11-plus.

The *Education Act, 1918* made full-time attendance to the age of 14 compulsory, and made it possible for the local authorities, with the approval of the Board, to provide for pupils up to 16 or older in public elementary schools. Compulsory part time continuation school attendance to the age of 16, and to 18 after seven years, was also required but this has had to be abandoned because of the necessity for national economy. This *Act* made it a duty of the local education authorities for elementary education to make adequate provision for those pupils who stayed on in the schools after the age of fourteen. It was also provided that the grant from Parliamentary funds should be a single grant and that if such grant were less than one-half the net expenditure of the authority a deficiency grant, equal to the difference between the single grant and one-half the net expenditure, was to be made.¹

The main activity of the Board of Education, so far as elementary schools are concerned, since the passage of the *Act* of 1918, has been in connection with the reorganization of the upper years of these schools to make better provision for those pupils who remain in the elementary schools up to and beyond the age of 14. The publication of the Consultative Committee report on *The Education of the Adolescent* and the Board's reaction to it as given in *The New Prospect in Education* are

¹See Chapter II.

further evidence of this activity and interest. Progress is being made in the reorganization movement as indicated by the reports of the Board since those monographs were published.²

In the relation of the Board to the provision for post-primary education in secondary schools, the situation is somewhat different. It is true that a central authority, the Science and Art Department, had given grants to schools and classes under various governing bodies supplying education above the primary stage before the Board of Education came into existence. However, this had been a specialized type of training and not in harmony with the English conception of secondary education. In fact, it was not until the *Education Act, 1902*, was passed that it was possible for a public authority legally to provide education of the type given in a secondary school in England.

It was natural that the first regulations for secondary schools issued by the Board should be biased by the practices of the Science and Art Department and should place emphasis upon science as an important part of the curriculum. By 1904, however, a change had taken place and the regulations³ for that year contained the definition that a secondary school was any day or boarding school "which offers to each of its scholars, up to and beyond the age of 16, a general education, physical, mental and moral, given through a complete graded course of instruction, of wider scope and more advanced degree than that given in Elementary Schools." Thus the direction was given to the development of secondary schools under public support and control more in keeping with the traditional conception of secondary education. The regulations in regard to the curriculum, were sufficiently elastic to permit of considerable time being given to science instruction but the fact that the curriculum must give a liberal training was stressed as essential for recognition by the Board. No further change in regard to the general character of the education required to be given in secondary schools was recorded in the Board's Reports.

²See p. 60 above.

³See p. 82 above.

Recognition of secondary schools was based upon a full inspection⁴ by the Board's inspectors. This was a very thorough appraisal of the nature of the instruction given in the school, the physical condition of the school, the equipment and the qualifications of the staff. This inspection usually lasted for several days and was conducted by several inspectors. A meeting with the governing body of the school, at which the head master or head mistress was present for part of the time at least, was included in such a survey of a school and the question of the efficiency of the school was discussed at length. A school found to be satisfactory, through such an inspection, was recognized by the Board as efficient and after 1907-08, was placed on a list (List 60) of Secondary Schools recognized by the Board of Education as Efficient. Schools not receiving grants from the Board were on this list as well as those in receipt of grants. Being efficient was only one of several conditions for receiving grants.⁵ The publication of this list was intended to exert indirect pressure on schools to come within the influence of the Board of Education.

Perhaps the most significant changes in the Board's relation to secondary schools during the entire period were incorporated in the Regulations for 1907. The grants were increased quite considerably but in return schools to receive these increased grants had to meet two new conditions. These were (1) that the governing body of the school had to have a majority⁶ of its members representative of a popularly elected body and (2) the school must offer a certain number (normally twenty-five per cent of the previous year's admissions) of free places to ex-public elementary school pupils. The purpose of these changes was quite obviously to secure popular control of state-aided institutions and also make secondary schools more accessible to the common people. A few schools have continued to receive grants at the rate effective before 1907 rather than

⁴See p. 149 above.

⁵See p. 84 above.

⁶This was changed to one-third by the regulations of 1919. See p. 101 above.

meet these conditions while some other schools have been permitted to reduce the per cent of free places and still receive the higher rate.

The question of examinations, used to certify the standard of the work of secondary schools, received the attention of the Board and they asked the Consultative Committee to give them advice on the subject. The Committee reported in 1911 and recommended that a central representative body should be appointed to co-ordinate the work of the various examining bodies and attempt to bring order out of the chaos then existing. In 1917 this central body was appointed under the title of the Secondary School Examinations Council. This Council have succeeded in improving the situation by securing greater uniformity of standards as well as recognition by professional groups of the examinations approved by the Council. Reciprocal arrangements between the various examining bodies were also established.

The development of "Advanced Courses" received the attention of the Board of Education quite early in the period.⁷ The elastic character of the regulations for secondary schools in regard to the curriculum made such specialization possible without separate regulations, a fact which was called to the attention of governing bodies as early as 1911. However, the development was not as rapid as was desired. To stimulate further the provision for advanced instruction in secondary schools, a special grant has been given since 1917 to schools with "advanced courses" recognized by the Board. The fields of specialization in the first regulations were (1) Science and Mathematics, (2) Classics, and (3) Modern Studies. Classics with Modern Studies and Geography were added to later regulations. At the present time no special fields are designated in the regulations but the courses must receive the approval of the Board. It is required that such advanced instruction shall be based on a firm foundation of broad, general training.

⁷See p. 142.

In 1917 the grants in aid of secondary schools, as provided by the regulations for 1907, were raised to £ 7 for each pupil between the ages of 11 and 18. This amount has been paid since that year in respect of pupils in grant-aided schools which are not maintained by the local education authority (*i.e.*, the council of a county or a county borough). For those schools which are maintained by the local education authority, the grant can not be less than one-half the net expenditure on secondary schools. This last change was made by a provision in the *Education Act, 1918*⁸ and applies to all types of education provided by the local education authority.

A change in the method of providing the preliminary education of intending teachers in the public elementary schools has been actively sponsored by the Board of Education. Previous to 1907 the usual practice was an apprenticeship type of training consisting of half-time practice in teaching as a pupil-teacher and half-time instruction at a "Pupil-Teacher Centre." The Board recommended that this practice be discontinued and full-time attendance at a secondary school substituted. To facilitate this change a special grant, called a "bursary" grant, was paid to pupils who needed aid in order to continue full-time attendance at school. This special grant was paid by the Board from 1907 to 1921. After the latter year the Board placed the responsibility for making special provision for intending teachers upon the local education authorities.

In the field of technical and further education, as in the case of elementary education, there had been considerable development by the time the Board of Education came into existence. The work of the Board has been largely in the direction of simplifying the regulations of the schools providing this type of education. This was accomplished, for the most part, in the regulations for 1904. The regulations for evening schools were removed from the *Code for Public Elementary Schools* and placed in the regulations for technical schools, etc. The one type of instruction which was not specifically provided for previous to the beginning of the administration of the Board of

⁸See p. 35 above.

Education was recognized by special regulations in 1913. This type was a full time technical school definitely organized as a pre-apprenticeship school, or as a trade school. These schools were called Junior Technical Schools. They provided two or three year courses for pupils who normally entered them at the age of 13.⁹ Over 21,000 pupils were in attendance at such schools in England and Wales in 1928-29.

CONCLUSIONS

1. The Board of Education do not provide schools for post-primary education. Aid to such provision is given by reason of the fact that the Board regulate the distribution of funds voted for the purposes of education by Parliament. Schools in receipt of such aid are actually provided by local education authorities or governing bodies of schools. The Board's power is restricted to "the superintendence of matters relating to education in England and Wales."

2. In relation to the provision for post-primary education in public elementary schools, the Board of Education have made such changes or sponsored such changes as were designed to improve or extend the provision along the lines already established or developing when the Board came into existence.

3. In relation to the provision for post-primary education in secondary schools, the Board of Education have sponsored the development of a type of education, a broad, liberal education, which, legally, had not been possible under public control previous to the time when the *Education Act, 1902*, became effective. The Board, through their inspectors, have attempted to make sure that such education was provided in the schools in receipt of grants. The Board have stimulated, by means of special grants, the extension of secondary education to include specialized training above the general course.

4. In relation to the provision for post-primary education in schools or classes giving technical or further education the Board have set up special regulations for full-time instruction

⁹See p. 183 above.

for junior pupils and offered special grants to such schools when recognized. In regard to other types of schools or classes, (evening schools, day continuation schools, technical institutions, schools of art and art classes) the activity of the Board has been directed toward organizing and simplifying the regulations and otherwise supervising the work which had been begun before the Board of Education were established.

5. The regulations of the Board are characterized by their elasticity, providing for a variety of adaptations to meet local needs. There has been a definite trend toward increasing this possibility for variety during the period under review. A frequent phrase in the regulations is "with the approval of the Board."

6. The power of the Board of Education is largely the "power of the purse." If regulations, orders or rules are not carried out the authorities in charge of schools run the risk of having their grants reduced or withheld.

7. Increases in grants are usually accompanied by some changes in regulations governing the receipt of such grants.

8. The Board of Education do not, as a rule, initiate reform. The regulations are sufficiently flexible to permit local experimentation in the solution of perplexing and perhaps general problems. The inspectors observe the results of such experiments and report to the Board. Several things may happen as a result of this procedure. The Board may simply give publicity to the experiment, they may suggest that the experiment be generally adopted or they may change the regulations to require the adoption of the procedures developed in the experiment. If changes are made in the regulations the effects of such changes are determined and further change or adjustment may be made on the basis of this follow-up procedure.

9. The Board of Education favor the plan of a definite break of the child's education at the age of 11 plus with the transfer of selected pupils to different types of schools.

10. Great freedom is given to the teachers and the headmasters and head mistresses in regard to the curriculum. Syllabuses may be set up or changed at the pleasure of those in charge of the classes or the schools. Subjects, normally studied, may be omitted. But in all cases the inspectors must be convinced of the appropriateness of the curriculum and the efficiency of the instruction.



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